# SUMMARY RECORD OF ANNUAL CONFERENCE ON COMMUNITY DEVELOPMENT HELD AT MOUNT ABU

*(20th to 24th May, 1958)*

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MINISTRY OF COMMUNITY DEVELOPMENT
GOVERNMENT OF INDIA
1958

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MINISTRY OF COMMUNITY DEVELOPMENT
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# PREFACE

The Annual Conference on Community Development was held in 1958 at the Rajputana Club, Mount Abu (Rajasthan) from May 20 to 24. It was attended by the Development Commissioners, State Heads of Departments and representatives of Central Ministries besides other dignitaries including Central and State Ministers, as also representatives of Serva Sewa Sangh Bharat Sevak Samaj and State Social Welfare Boards etc. The Conference was presided over by Shri V. T. Krishnamachari, Deputy Chairman, Planning Commission.

The Conference began at 11.00 A. M. on May 20, 1958 with a message from the Prime Minister. This was followed by the Chairman's inaugural address. A review of the programme since the last Conference was given by Shri S. K. Dey, Minister for Community Development. Thereafter the Conference broke into Sub-Committees to consider the various items on the Agenda. Following the usual practice adopted at such Conferences, the recommendations made by the Sub-Committees were considered at the Plenary Sessions. These are embodied in the "Main Recommendations and Conclusions of the Conference". The Conference came to an end in the afternoon of May 24, 1958 with a concluding speech by the Minister for Community Development followed by a valedictory address by the Chief Minister of Rajasthan.

The Development Commissioner, Rajasthan and the Secretary, Ministry of Community Development thanked the delegates and all those responsible for making arrangements for the Conference.

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## PART I

## LIST OF DELEGATES AND OTHERS WHO ATTENDED THE ANNUAL CONFERENCE ON COMMUNITY DEVELOPMENT AT MOUNT ABU FROM MAY 20—24, 1958.

*Chairman*

Shri V. T. Krishnamachari.

CD419

*Ministers*

1. Shri Ajit Prasad Jain, Minister for Food and Agriculture.
2. Shri Mohan Lal Sukhadia, Chief Minister, Rajasthan.
3. Prof. Humayun Kabir, Minister for Scientific Research and Culture.
4. Shri S. N. Mishra, Dy. Minister for Planning.
5. Shri S. K. Dey, Minister (Community Development).

*Others*

1. Shri Shriman Narayan, General Secretary, A.I.C.C.
2. Shri Balwantray G. Mehta, Member Parliament.
3. Shri B. S. Murthy, Parliamentary Secretary to the Minister for C.D.
4. Dr. Sushila Nayar, Member Parliament.
5. Shri C.M. Trivedi, Member, Planning Commission.
6. Shri Anna Saheb Sahasrabudhey, Serva Seva Sangh.
7. Shri Gokal Bhai Bhatt, Rajasthan Samagra Sewa Sangh.
8. Shri Karan Bhai, Gandhi Ashram, Sewapuri, Banaras.
9. Shri Narain Desai, Serva Seva Sangh.
10. Shri Chanderbhan Sharma, Bharat Sevak Samaj.
11. Shri Chakradhari Agarwal, Bharat Sevak Samaj.
12. Shri D.D. Sehgal, Bharat Sevak Samaj.

*Ministry of Finance*

1. Shri R. Ramaswamy, Under Secretary.
2. Shri Gurdev Saran, Attached Financial Adviser (Works).

*Programme Evaluation Organization*

1. Prof. D. Ghosh, Chairman, Programme Evaluation Board.
2. Dr. V. Nath, Director, Programme Evaluation Organization.
3. Shri K. Jayaraman, Programme Evaluation Officer.
4. Shri J. N. Tewari, Deputy Director.

*Cabinet Secretariat*

1. Shri S. P. Sinha, I.A.S. (Rtd.), Chief Director, National Sample Survey.
2. Shri S. Subramanian, Joint Director (Coordination), Central Statistical Organization.

*Ministry of Home Affairs*

1. Mr. B. N. Maheswari, I.A.S., Deputy Secretary.
2. Mr. L. M. Shrikant, Commissioner of Scheduled Castes and Scheduled Tribes.
3. Shri Datar Singh, Development Officer and Addl. Secretary, (Kashmir Affairs).
4. Shri F. Bahadur, Asstt. Commissioner of Scheduled Castes and Scheduled Tribes.

*Ministry of Information & Broadcasting*

1. Shri R. K. Ramadhyani, I.C.S., Secretary.
2. Shri T.R.V. Chari, Principal Information Officer.
3. Shri B. Mukhopadhyay, Dy. Principal Information Officer.
4. Shri L.R. Nair, Adviser, Five Year Plan Publicity.
5. Shri D. Raghavan, Editor, Kurukshetra.
6. Shri Madan Gopal, Information Officer.

*Ministry of Food & Agriculture*

1. Shri M. S. Randhawa, I.C.S., Vice President, I.C.A.R.
2. Dr. B. S. Kadam, Agricultural Extension Commissioner.
3. Shri K. G. Bhandari, Dy. Extension Commissioner.
4. Smt. R. Devadas, Chief Home Economist, Directorate of Extension and Training.
5. Shri L. Sahai, M.Sc. MRCVS, Animal Husbandry Commissioner.
6. Dr. Tulsa Ram, LVP, Ph.D., Poultry Development Officer.
7. Dr. D. R. Bhatia, Dy. Fisheries Development Officer.
8. Shri R. H. Chishti, I.A.S., Co-operative Commissioner.
9. Shri Jagat Kishore Jain, Deputy Irrigation Adviser.

*Ministry of Works, Housing & Supply*

1. Shri M. R. Sachdev, I.C.S., Secretary.
2. Shri N. P. Dube, Housing Commissioner.
3. Shri M. S. Bhatia, Housing Adviser.

*Ministry of Commerce & Industry*

1. Shri Ashfaque Hussain, Development Commissioner, Small Scale Industries.

*Ministry of Education*

1. Dr. P. D. Shukla, Dy. Education Adviser.
2. Shri A. R. Deshpande, Director, National Fundamental Centre.

*Ministry of Health*

1. Dr. P. R. Dutt, Asstt. Director General of Health Services.
2. Lt. Col. B. L. Raina, Officer on Special Duty, Family Planning, Directorate General of Health Services.

*Ministry of Transport*

1. Shri H. P. Sinha, Consulting Engineer (Roads).

*Ministry of Scientific Research & Culture*

1. Dr. B. N. Mitra, Assistant Director-General, Council of Scientific and Industrial Research.
2. Dr. S. Prasad.

*Ministry of Labour & Employment*

1. Shri P. Raj Nath, Director of Training, Directorate General of Resettlement and Employment.

*Planning Commission*

1. Shri Nawab Singh, I.C.S., Secretary.
2. Shri S. V. Ramamurti, I.C.S., Adviser.
3. Shri M. S. Sivaraman, I.C.S., Adviser.
4. Shri B. G. Rao, I.C.S., Joint Secretary.
5. Shri M. R. Bhide, I.C.S., Adviser.
6. Shri Tarlok Singh, I.C.S., Joint Secretary.
7. Shri V.H.R. Naidu, Director, Housing.
8. Shri P. C. Suri, Director, Public Management Studies.
9. Shri Jhaverbhai Patel, Officer on Special Duty (Industries).
10. Dr. D. K. Malhotra, Deputy Secretary.

*Khadi and Village Industries Commission*

1. Shri R. Srinivasan, Member (in-charge of Community Projects).
2. Shri J. Mehta, Deputy Director (CPA).
3. Shri B. P. Umarji, Chief Executive Officer.

*All India Handicrafts Board*

Shri S. A. Teckchandani, Chief Executive Officer.

*Reserve Bank of India.*

Shri T. S. Rao, Deputy Chief Officer.

*Central & State Social Welfare Boards*

1. Mrs. A. Mathai, Member, Central Social Welfare Board, Trichur, Kerala State.
2. Shri P. D. Kulkarni, Secretary, Central Social Welfare Board.
3. Mrs. Asoka Gupta, Chairman, State Social Welfare Advisory Board, Calcutta-16.
4. Smt. Pushpaben Mehta, State Social Welfare Boards, Bombay.

*Andhra Pradesh*

1. Shri M. P. Pai, I.C.S., Chief Secy. and Development Commissioner.
2. Shri Narasimhan, Addl. Deputy Development Commissioner.
3. Major K. N. Rao, Director of Medical Services.
4. Smt. Jamunabai, Director, Women's Welfare.
5. Shri M. Jayanandam, Director In-Service Training.
6. Shri Bala Pershad, Chief Engineer, Building and Roads Branch, Public Works Department.
7. Shri Balavanth Reddi, Director, Incharge Statistics.
8. Shri G. Simhadri, I.A.S., Inspector General, Local Administration.

*Assam*

1. Shri A. N. Kidwai, I.C.S., Development Commissioner.
2. Shri P. H. Trivedi, I.A.S., Dy. Development Commissioner (Community Project).
3. Dr. U. S. Bardolai, Director of Health Services.
4. Shri S. Majid, Addl. Director of Agriculture.
5. Shri R. T. Rymbai, Under Secretary, Tribal Areas Department.

*Mysore*

1. Shri Mani Narayanaswamy, I.A.S., Dy. Development Secretary, Planning and Development Department.
2. Dr. Arakere, Director of Agriculture.
3. Shri G. S. Ganapathi, Chief Engineer (General).
4. Shri B. Veerappa, I.A.S., Director, Rural Industrialisation.
5. Dr. K. S. Shetty, GMVC, Ph.D., Director of Animal Husbandry.
6. Shri A. Anathapadonanabha Rao, State Statistician.
7. Dr. S. S. Raichur, Dy. Director of Public Instructions.

*Orissa*

1. Shri V. S. Tilak, I.A.S., Addl. Development Commissioner.
2. Shri S.M.H. Burney, I.A.S., Director of Community Projects and N.E.S.

3. Shri K. Ramamurty, I.A.S., Registrar Co-operative Societies.
4. Shri H. K. Ghosh, I.A.S., Director of Tribal and Rural Welfare.
5. Dr. G. V. Chalam, M.Sc., Ph.D., Dy. Director of Agriculture, Baripada Range, P.O. Baripada, Distt. Mayurbhanji.

*West Bengal*

1. Shri H. Banerjee, I.C.S., Development Commissioner.
2. Shri S. B. Ray, I.A.S., Joint Development Commissioner.
3. Shri S. P. Bose, Joint Director of Agriculture (Extension).
4. Shri G. Majumdar, Special Officer, Inservice Training, Development Department.
5. Shri Asok Mitra, I.C.S., Secretary (Industries), Commerce and Co-operation Departments.
6. Miss Shanta Dass, Special Assistant (Industries).
7. Shri C. K. Ray, I.A.S., Secretary Agriculture, Animal Husbandry and Forests Departments.
8. Shri S. Bandopadhyay, Chief Engineer, Construction Board.
9. Shri J. C. Bhattacharjee.

*Bombay*

1. Shri M. R. Yardi, I.C.S., Development Commissioner and *Ex-officio Secretary to the Government of Bombay.*
2. Shri G. A. Godkari, Officer on Special Duty.
3. Dr. T. B. Patel, Director of Public Health.
4. Dr. A .U. Sheikh, Registrar, Co-operative Societies.
5. Shri H. S. Manvikar, Officer on Special Duty, Directorate of Cottage Industries.
6. Shri S. R. Chadha, MRCVS, Director of Animal Husbandry.
7. Shri M. A. Telang, Director, Bureau of Economics and Statistics.
8. Shri H. H. Trivedi, I.A.S., Director of Panchayats.
9. Dr. S. S. Bhandarkar, Director, Education.

*Rajasthan*

1. Shri Hari Singh, Technical Asstt. to Chief Engineer, Irrigation Branch, Public Works Deptt.
2. Shri B. Mehta, I.A.S., Additional Chief Secretary and Development Commissioner.
3. Shri B. P. Sood, I.A.S., Registrar Co-operative Societies.
4. Shri K. L. Baraya, Director, Training.
5. Shri Gajraj Singh, I.A.S., District Development Officer, Sinohi.
6. Shri S. L. Kakar, I.A.S., Director of Industries and Commerce.
7. Shri B. N. Handa, MRCVS, Director of Animal Husbandry.
8. Shri R. S. Bhatt, Director of Public Relation.

9. Shri A. P. Dewan, I.A.S., Deputy Development Commissioner.
10. Shri U. S. Gaur, Deputy Director, Social Education.
11. Shri Samrathraj, R.A.S., Director of Agriculture.
12. Dr. B. N. Sharma, Director of Medical Services.
13. Shri H. S. Rawat, Chief Panchayat Officer.
14. Shri Randhir Singh, Dy. Development Commissioner.
15. Shri Nandlal Mathur, Zonal Development Officer.
16. Shri Bala Indu Sharma, Zonal Development Officer.
17. Shri Umaid Singh, Asstt. Development Commissioner.

*Bihar*

1. Shri B. D. Pande, I.C.S., Development Commissioner.
2. Shri S. C. Mishra, I.A.S., Joint Development Commissioner.
3. Shri U. K. Thakur, Joint Registrar, Co-operative Societies.
4. Shri H. K. Niwas, I.S.E., Chief Engineer, Irrigation Branch, P.W.D.
5. Shri S. D. Prasad, I.A.S., Additional Director of Industries.
6. Shri S. N. Sinha, Deputy Secretary, Welfare Deptt.
7. Shri B. P. Sinha, Director of Public Relations.
8. Shri N.D.J. Rao, I.A.S., Additional Secretary, Education Department.

*Uttar Pradesh*

1. Shri Satish Chandra, I.C.S., Secretary to the Government.
2. Shri Rajeshwar Prasad, I.A.S., Joint Development Commissioner.
3. Shri H. P. Chatterji, Registrar, Co-operative Societies.
4. Smt. Kercood, Member, Planning Department and officiating Director Women's Welfare.
5. Shri M. S. Haq, Deputy Development Commissioner, (Incharge of Training).
6. Shri J. K. Pandey, Director, Department of Economics and Statistics.
7. Shri Bhagwant Singh, Director of Panchayats.
8. Shri K. M. Malviya, Director of Education.

*Punjab*

1. Shri R. S. Randhawa, I.A.S., Development Commissioner, Planning and Development Department.
2. Dr. D. D. Sharma, Deputy Director of Health Services.
3. Shri Ajit Singh, Dy. Director of Agriculture.
4. Shri S. S. Puri, Registrar, Co-operative Societies.
5. Shri D. K. Sehgal, Officer on Special Duty, Buildings Road Branch, P.W.D.
6. Shri B. B. Vora, I.A.S., Dy. Development Commissioner.

*Madhya Pradesh*

1. Shri P. S. Bapna, I.A.S., Development Commissioner.
2. Shri B. V. Vora, I.A.S., Deputy Development Commissioner.
3. Dr. R. Subramaniam, Deputy Director of Health Services.
4. Shri Jagat Pathi, Registrar, Co-operative Societies.
5. Major G. C. Juneja, MRCVS, Director of Animal Husbandry.
6. Dr. M. M. Mehta, Director of Statistics, Department of Statistics.
7. Shri T. N. Bahel, I.A.S., Director of Tribal Welfare.
8. Dr. Kalamkar, Director of Agriculture.

*Kerala*

1. Shri N.E.S. Raghvachari, I.C.S., Chief Secretary and Development Commissioner.
2. Shri P. M. Mathew, I.A.S., Addl. Development Commissioner and Secretary.
3. Shri R. Govinda Pillai, Director for Training Village Leaders and Young Farmers.
4. Shri Madhava Menon, GMVC, Director of Animal Husbandry.
5. Shri V. R. Narayanan Nair, Director of Public Relations.

*Madras*

1. Md. Abdul Hafeez, Jt. Registrar, Co-operative Societies.
2. Shri M. G. Raja Ram, I.A.S., Addl. Development Commissioner.
3. Capt. D. Gnanavolivu, I.A.S., Chairman, Madras State Housing Board and Deputy Secretary to the Government (*Ex-officio*).
4. Shri U. Ananda Rao, B.E., I.S.E., Chief Engineer (Irrg.).
5. Shri K. Diraviam, I.A.S., Director of Information and Publicity.
6. Shri T. K. Palaniappan, I.A.S., Director of Industries and Commerce.
7. Shri A. Sivasankaran Pillai, I.A.S., Inspector of Municipal Councils and Local Boards.

*Jammu & Kashmir*

1. Shri N. Kaul, Secretary, Dehat Sudhar.
2. Shri Mohiuddin, Director Animal Husbandry.

*Delhi*

1. Dr. J. C. Ramchandani, Development Commissioner.

*Himachal Pradesh*

1. Shri T. S. Negi, Director of Community Projects.

*Manipur*

1. Shri T. Kipgen, Development Secretary.

*Tripura*

Shri S. K. Sarkar, IAS, Chief Secretary.

*N. E. F. A.*

1. Shri K. L. Mehta, Adviser to the Government.
2. Shri S. C. Roy, Director of Agriculture.
3. Shri R. N. Haldipur.
4. Shri Har Mander Singh.
5. Shri R. M. Dhar.

*Development Officers' training centres*

1. Shri U. C. Ghildayal, Principal, Nilokheri.
2. Shri F. Ahmed, IAS, Principal, Ranchi.

*Social education organisers' training centres*

1. Miss I. Malani, Honorary Director, Baroda-2.
2. Shri A. K. Mukerjee, P.O., Belur Math, Distt. Howrah (West Bengal).
3. Shri S. Das Gupta, Director, Sriniketan, P.O. Birbhum Distt. (West Bengal).
4. Shri B. R. Deolalikar, Shri Mouni Vidapeeth, P.O. Gangoti, Distt. Kolhapur (Bombay).

*Ministry of community Development*

1. Shri B. R. Tandan, ICS, Secretary.
2. Shri B. Mukherji, ICS, Joint Secretary.
3. Shri A. S. Naik, ICS, Joint Secretary.
4. Shri R. Jagannathan, Officer on Special Duty.
5. Shri G. F. Mankodi, IAS, Deputy Secretary.
6. Shri A. Prakash, IAS, Deputy Secretary.
7. Shri S. L. Khurana, IAS, Deputy Secretary.
8. Shri Abid Hussain, IAS, Director (Administration).
9. Lt. Col. Barket Narain, Adviser Health.
10. Dr. J. S. Patel, Adviser Agriculture.
11. Dr. P.M.N. Naidu, Adviser Animal Husbandry.
12. Shri S. C. Roy, Adviser Training.
13. Shri J. P. Mital, Adviser Irrigation.
14. Shri K. P. Sinha, Adviser Education.
15. Shri M. C. Nanavaty, Director Social Education.
16. Shri H. Sambamurthi, IAS, Director (Youth Welfare).
17. Dr. (Miss) P. Das, Director, Women's Programme.
18. Shri V. R. Rao, Director (Administrative Intelligence).

19. Shri S. S. Shivapuri, Under Secretary.
20. Shri Athar Hussain, IAS, Under Secretary.
21. Shri K. Lakshmana Rao, Under Secretary.
22. Shri Ram Sahay, Under Secretary.
23. Shri Ibne Ali, Deputy Agriculture Adviser.
24. Shri S. N. Bhattacharyya, Deputy Director Publicity.
25. Shri P. M. Mathai, Director (Industries).
26. Shri Y. P. Rajput, Deputy Director (Administrative Intelligence).
27. Shri A. N. Sehgal, Hony. Arts Consultant.
28. Shri O. P. Sharma, Technical Officer (Cottage Industries).
29. Shri K. S. Ahluwalia, Section Officer.
30. Shri B. N. Chadha, Asstt. Accounts Officer.
31. Shri Ram Dev, Section Officer.
32. Shri S. Subramaniam, Section Officer.
33. Shri V. Ramachandran, Section Officer.

## PRIME MINISTER'S MESSAGE

My colleague, S. K. Dey, has asked me again for my annual message for the National Conference on Community Development. I am beginning to doubt the value of such messages, but my interest in the work of Community Development is so great and my regard for S. K. Dey is such that I cannot very well say no to his request.

There is abundant criticism of the work being done in the Community Development areas. Much of this criticism may well be justified. But the major fact remains that the Community Development programme in India is far the most revolutionary thing that we have undertaken and the results so far achieved are truly astonishing. I say this knowing full well that we have failed in many places and in many ways to do what we intended to do. It is only five and a half years ago that we started this programme and now it is the web and woof of rural India. This is not so much because of its vast spread over hundreds of thousands of villages, but rather the new life which it has been creating and which we see bubbling up where there was stagnation and lifelessness before. In fact, we have roused new forces from the depths of India and the question is how far we can direct them into right channels.

It is the business of this National Conference on Community Development to consider the multitude of problems that face them and to give proper direction. In the ultimate analysis, it is men and women that we are training and making. Everything flows from the trained, self-reliant and co-operative individual. We have to train the individual and we have to develop the spirit of community life. It is only through self-reliant co-operation that our people will flourish and go ahead. I am a member of Government and I think that Government must play a great part in this business of building up a new India. But I am convinced that the real vital energy comes from the people and not from Governments.

What do we aim at? To have in every village a school, a panchayat and an all purpose co-operative. Thus we lay the basic foundations for our political, economic and cultural development and build up self-governing democratic units in the larger democracy of India.

What are our immediate objectives? Considerable increase in agricultural production and, more especially, production of foodgrains, and development of village and small industries. An increase in our food production is of vital importance today. Indeed it is far the most important problem that we have to solve in the near future. Everything else depends upon it. Industries will only flourish with the growth of agriculture and the amenities in village life that we want will also flow from our progress in agricultural production.

Community Development in India has arrived at a crucial stage. Future success will be measured, not in vague impressions but in actual production of foodgrains especially. Every Community Block, therefore, must keep this in mind and work unceasingly to bring this about. Every Block must go down to each village and each peasant household to ensure that this effort is made on the widest individual scale.

The Community movement must now pass progressively to the people. Government help and participation is necessary and will continue. But it has now to become more and more a people's movement and not something officially run from above.

In order to awaken the people, it is the woman who has to be awakened. Once she is on the move, the household moves, the village moves and the country moves and, through the women, the children are brought into this picture and given the opportunities of a healthier life and better training. Thus, through the children of today, we build the India of tomorrow.

JAWAHARLAL NEHRU

NEW DELHI;
*May* 17, 1958.

## INAUGURAL ADDRESS BY SHRI V. T. KRISHNAMACHARI, DEPUTY CHAIRMAN, PLANNING COMMISSION, MAY 20, 1958.

I welcome you all to this Conference. It is always a pleasure to me to have an opportunity of meeting those who are working the community development movement and discussing with them questions relating to it.

2. Today, I propose to deal with a problem which is crucial to the success of all our Plans—*viz.*, increased agricultural production. It is my intention specially to indicate what the programmes of agricultural production which the Planning Commission has placed before the country mean in terms of the efforts to be made by the sixty million families in the villages of India. I need not remind you that the function of the community development movement—which is the normal State machinery—is to assist these families in putting forward their efforts through village institutions organised on the basis of self-help and co-operation.

I

3. The fundamental objective of the programmes for increased agricultural production embodied in the Plans is to raise substantially the level of rural life by the most efficient use of land resources, the application of modern scientific research and the evolution of a diversified economy. In other words, the aim is to enable the rural families to share fully in the increases in standards of living which accrue under the successive Five Year Plans. I deprecate the distinction that is sometimes drawn between agricultural and industrial interests and the impression created of a measure of conflict between them. As the Fiscal Commission has emphasised "rationalisation of agriculture and industrial advance are in reality parts of a single programme". The Commission adds :—

> "as has been well said in regard to backward economies—'one might consider industrialisation as one chapter of agrarian reconstruction or one might treat the improvement of agrarian production as one chapter of industrialisation. What matters is to remember that the two are inter-connected parts of one problem'. Improved agriculture benefits industries by increased production and higher quality of raw materials. Industrialisation in turn promotes agricultural development and efficiency by providing it with power, better technique and improved marketing, transport and other services. It should also be added that the combined effect is to create an internal market for goods and services which will give added impetus to agricultural and industrial production."

In other words, we aim at a balanced development from which all sections of the community benefit.

4. Improvement of agricultural production has thus to be viewed as a permanent process. There is practically no limit to the possibilities of improvement. I quote what the report of the World Bank has said on this :—

> "Proper application of known techniques, in conjunction with the possible expansion of irrigation and the cultivated area, could increase India's agricultural output four or five-fold. By the time that has been achieved, new techniques will have been evolved and the way will be open for further progress. Results of the crop competitions organised for the Grow More Food campaign show yields about seven times higher than the local average. India's yields are at present among the lowest in the world; with the labour force available they could be among the highest. There is thus a great deal of scope for progress that is technically easy but is retarded by poverty and ignorance. As progress becomes technically more difficult, the rate will be maintained by the increasing power of educational forces that will develop more slowly".

The Five Year Plans set goals and targets, supported by steadily increasing developmental finances, which would fit into this wider programme. But recognising the fact that agricultural improvement is a continuous process, we should, in this and coming years, establish a well-knit organisation in the village and at higher levels by which every family will be assisted, through its own efforts, to attain much higher standards of living than it now possesses, by adopting the latest scientific techniques and fully sharing in the community obligations which have grown up over many decades.

## II

5. I should like to recall to you the discussions that took place between the Ministries of Agriculture and Community Development and the Planning Commission on the one side and the States on the other in September-October, 1956, in regard to targets of food production for the Second Five Year Plan. Many of you took part in these. The revised targets reached in these discussions are set out in a communique issued at the time. I have had this printed for ready reference as an annexure to this speech. In these discussions it was emphasised that only a programme which aimed at doubling agricultural production in the course of ten years "could meet the requirements of the national economy, bring about a substantial rise in agricultural incomes and reduce the gap between these and non-agricultural incomes". At the same time, specific targets were fixed for the Second Plan period.

6. The specific measures agreed upon by which increased production is to be achieved are :—

(1) full use of irrigation facilities available;

(2) improved agricultural techniques: under these come—

(a) the production of nucleus seeds, their multiplication at village level and distribution to everv family;

(b) the production in every village of organic and green manures needed for use by every family;

(c) adoption by every family of such improved methods as Japanese method of cultivation ;

(3) adoption by every family of technique of dry farming, contour-bunding, soil conservation, etc.

It was specially mentioned that, taking the areas with assured irrigation or rainfall, "during the next 3 to 5 years, in every State the effort will be to cover every acre with improved seed and, along with this, to ensure that every acre of land is supplied with fertilisers and organic manures and green manures. Programmes for improved seed, fertiliser and organic manures are indeed not separate programmes. Each of them has to be employed on every acre of land in the right proportion and the best cultivation techniques have to be adopted".

7. On the administrative side, the following decision was recorded :—

"The main emphasis in the discussions has been on devising means through the national extension service of reaching every village and every family and mobilising local resources and enthusiasm for increasing agricultural production and raising living standards. In opening new national extension service and community project blocks, preference will be given in the early years of the Plan to areas where rapid increase in agricultural production can be achieved. In national extension and community project areas and in the work of village level workers agricultural production will have the first and foremost priority. Definite targets are to be laid down for each group of villages in charge of an extension worker".

"In the course of discussions it has been stressed that in each village there should be a village panchayat and a multi-purpose cooperative society which should see that every family has an integrated plan for the use of improved seeds, fertilisers and organic and green manures and is assisted with short-term credit, in money or kind, for carrying through its plan. It was realised that unless the benefits of the extension movement accrued to all sections of the community within the shortest possible time its entire purpose would be defeated. The panchayats and the cooperative societies should see that the credit is used for the purpose for which it was given and that repayment is made in time. In this way, every family should be made fit to be represented on the cooperative society in its own right, that is to say, it should be made creditworthy. These village institutions should be brought into existence as quickly as possible."

8. I have quoted these passages to remind you of the long-term objective, of which the targets of the Second Five Year Plan constitute the first instalment. The Second Five Year Plan has placed before the country the goal of doubling *per capita* national income by 1976. If the gap between urban and rural incomes is not to widen appreciably, rural *per capita* income must at least double itself by 1976. This fits in with the doubling of agricultural production in ten years which was envisaged in the discussions of September-October, 1956. In what I am going to say, I attempt an approximate forecast of possible improvement programmes for agricultural production for a period of about 20 years and indicate, in a general way, how rural families should organise themselves and the activities they should undertake if these objectives are to be realised.

III

9. I now deal with full utilisation of irrigation facilities, taking first multi-purpose, large and medium projects. I hope you will forgive me if I speak on these at some length as all of us should realise the revolutionary change that has taken place in our irrigation policy and programmes.

10. The book value, at the time of partition, of the irrigation works that fell to India's share was of the order of Rs. 110 crores. These irrigation works fall under two categories. The first are those providing secure irrigation, namely, areas under government canals and large tanks. The total area under these at the time of partition was 26.5 million acres—18 million acres under canals and 8½ million acres under tanks. In addition, there are smaller irrigation sources—tanks, private wells, etc.—irrigating 22 million acres. The aggregate irrigation under both heads was 48½ million acres. The book value of Rs. 110 crores related mainly to the first class of works irrigating about 26½ million acres. These works were constructed over a period of 7 or 8 decades. There were no ambitious programmes. Irrigation extended slowly. The technique adopted was well understood. The Government agency constructed the barrage or dam and the canal systems. The people were left to develop irrigation gradually through their own efforts by constructing field channels. The Government charged for irrigation when water was taken. It was assumed that there would always be an interval between the supply of irrigation facilities and full utilisation, which would range from 10 to 15 years.

11. With the First Five Year Plan, the Government's policy underwent a radical transformation. The objective laid down was to utilise, as rapidly as possible, the enormous water resources of the country, only a small fraction of which had been utilised in the past. After Independence and before the Plan, large irrigation works had been started in many States. In the First Five Year Plan, we included these works. Only three new ones were added, later *i.e.*, in 1952. The total cost of the multipurpose and irrigation works included in the First Plan was Rs. 860 crores. Of this, about Rs. 80 crores had been spent before the

First Five Year Plan commenced. When completed, these works are expected to supply secure irrigation to 23 million acres. In the Second Plan, additional works estimated to cost Rs. 470 crores have been added which would supply secure irrigation to 15 million acres. To sum up, in the First and Second Five Year Plans we have multipurpose, large and medium irrigation works estimated to cost nearly Rs. 1,330 crores, and additional irrigation will be provided for 38 million acres (as compared with 26.5 million acres at the time of partition).

12. For many of the works included in the First Five Year Plan there were no proper project estimates, no revenue and agricultural surveys and no accurate financial estimates. These were got prepared in the early years of the Plan and financial and other aspects of every project worked out. Wherever possible, rephasing of the programmes was effected in order to secure maximum results. It is obvious that for a very ambitious programme of irrigation such as is embodied in our Plans, the old techniques which I have described are totally unsuitable. We need a complete reorientation of outlook. In the First Five Year Plan period, Rs. 407 crores were spent on irrigation, and in the first two Plans nearly Rs. 788 crores would be spent. It is obvious that if utilisation is to proceed according to the old ideas—that is, it is left to the people entirely and is spread over 10 to 15 years—the nation will be losing Rs. 30 to Rs. 40 crores a year in interest alone and three to four times that amount in output. On this old basis, no large programme of irrigation development would be at all possible. Such large outlays could not be contemplated unless works were planned so as to secure *at every stage* the maximum advantage possible in the shape of increased production. In other words, it is necessary to synchronise and coordinate the following four processes, reducing to the minimum any time-lag between them:—

(i) construction of the dam or barrage for storing water,

(ii) construction of the canal and distributary system by the Government agency ending at definite and convenient points in every village;

(iii) construction according to a time schedule fitting into item (ii) by the beneficiaries of field channels in every village so as to irrigate every acre that could be served by the project as soon as water is available in the canals; and

(iv) improvement of agricultural techniques so that by their adoption the maximum agricultural output can be secured.

13. The essence of irrigation planning is to ensure that all the four stages are inter-linked and carried out in such a way that there are maximum economic benefits at every stage. This is what is being attempted in the revised projects for the works already started. Whenever planning is done for new works, it is done on this basis. In the First Five Year Plan irrigation facilities were available for 8 million

acres from major projects, that is, the canal system had been completed by the Government agency for this area. Only 4 million acres were actually irrigated. This is largely because the field channels, which are the obligation of the villagers, were not completed though in some cases the canal systems had been badly designed and carried out.

In the Second Plan period 12 million acres, in addition to the arrears left over from the First Plan, that is nearly 16 million acres, should be utilised from multipurpose, large and medium irrigation works. It has been calculated that for every million acres the Government has to provide approximately on an average 2,500 miles of canals and the villagers should provide four times that length, namely, 10,000 miles of field channels. Thus for the full utilisation of irrigation supplies from major irrigation programmes in the Second Five Year Plan, in villages all over India, those who benefit from them have to provide field channels for about 160,000 miles. It must be added that it is not enough for the villagers to dig these field channels. They have to be maintained from year to year, and in fact, to be improved from time to time so as to avoid loss of water through seepage.

14. From what I have said, it will be seen that about 18 million acres included within the capacity of the works in the First and Second Five Year Plans will have to be developed in the Third Five Year Plan and later. It will be useful to have an idea of the scope for increased irrigation in the 15 years from 1960-61. As you will recall, we worked out a 15 to 20 year programme, in broad outline, for irrigation development. It has been estimated that the possible limit for expansion of large and medium irrigation would be 40 to 45 million acres, in addition to the 37½ million acres irrigable under the sources in the First and Second Five Year Plans and the pre-existing 26½ million acres. Irrigable area under such sources can thus be of the order of 105 to 110 million acres. By 1976 it may be expected that the area actually irrigated from multipurpose, large and medium irrigation projects would be about 90 million acres. On the basis already indicated for utilisation of irrigation supplies likely to be available, about 30 to 40 thousand miles of field channels will have to be constructed every year for the next 20 year in villages in different parts of the country.

15. I have so far dealt with multipurpose large and medium irrigation projects. I shall now deal with minor irrigation works.

Here again, we have impressive programmes in our Five Year Plans. The First Five Year Plan had an allotment of Rs. 100 crores for such works. Information in regard to these is not as definite as one would like but what we have in the reports can be summarised. The target for irrigation was 11.2 million acres. It is estimated that actually 10 million acres were irrigated. There are allocations amounting to Rs. 120 crores in the Second Five Year Plan with a target for irrigation of 9 million

acres. Tube-wells are included among these works. Information in regard to tube-wells is furnished in the following table:—

| | First Five-Year Plan | Second Five-Year Plan |
|---|---|---|
| Number included | 5015 | 3581 |
| Number completed (with electrical energy, etc.) | 3524 | 1212 (up to Jan. 58) |
| Area irrigable | (i) Target 1.5 million acres.<br>(ii) Achievement 1.0 million acres. | (i) Target 1.0 million acres.<br>(ii) Achievement 01.36 million acres. |
| Area actually irrigated | 0.8 million acres. | Not available. |

The delay in using irrigation facilities provided by tube-wells is due, in most cases, to field channels not being constructed in villages. Here again, the urgent need is to set up village panchayats and co-operatives which would undertake the obligation to construct these and maintain them satisfactorily. Similarly in the case of many minor irrigation tanks, supplies are not used owing to delays in canal construction and silt clearance which are the customary responsibility of villagers. It is estimated that about 90 to 100 million acres can be served by minor irrigation works in the aggregate and that this should be achieved at the latest by 1976.

## IV

16. From what I have said above, a rough estimate of the area under actual irrigation by 1976 would be:—

| | |
|---|---|
| From multipurpose, large and medium projects. | About 90 million acres (out of an irrigable area of 100 10 110 million acres). |
| From] [minor irrigation works includineg tanks, wells, etc. (including tube-wells). | 90 to 100 million acres. |

There would thus be left a large area—roughly 140 to 150 million acres—in which increased yields can only be obtained through contour-bunding, soil conservation and other dry-farming techniques. For these, much remains to be done in India in the way of research, technical training and extension. In the Second Five Year Plan about Rs. 27 crores have been provided for schemes coming under these categories. Dr. Kellogg, in a recent report, has emphasised the primary requisite for success in such schemes in these words:—

"Individual village and farm planning by the cultivators is the most important aspect of soil conservation. The cultivator must take all aspects of production into account and so should all

the technicians who assist him in developing a plan for his operations".

"It is strongly recommended that every effort be taken to develop local leadership and responsibility for soil and water conservation within the villages and larger units of local government."

In the Bombay State such programmes are proving extremely useful. They are being carried out by the villagers themselves with the help of the government. It is only in this way that programmes covering about 140 to 150 million acres would be possible. In such areas, the villagers will have to construct many thousands of miles of contour-bounds and maintain them from year to year.

## V

17. I shall now deal with the programmes for improved agricultural techniques.

First among these is the supply of approved seeds. The Second Five Year Plan provides for 4,185 nucleus seed farms. In these the Government agency will produce improved seeds which will be multiplied through registered growers. As a part of this programme every village will have to arrange for producing the improved seeds it requires. Out of the 4,185 seed farms, 978 have been opened in the first and second years of the Plan and in 1958-59, 1,560 are to be opened. Liberal assistance is given to this programme by the Central Government. The process of multiplying nucleus seeds has not started yet on any appreciable scale. It is hoped, however, that by the end of the Second Five Year Plan, the nucleus seed produced in at least 50 per cent of the seed farms would have passed through registered growers and become available in villages for multiplication and distribution to the entire area that can use it.

It is also a part of this programme that every village should produce the compost and green manure needed for its own use. Training and other programmes for this have been started and are making headway.

The Japanese method of cultivation is expected to be practised in 7 to 8 million acres in the Second Five Year Plan period. There are improved techniques for wheat and other crops and also programmes for cotton and jute: horticulture, fisheries, etc., for which funds are allocated.

These programmes are inter-linked. Every acre of irrigated land or land with assured rainfall should use approved seeds and fertilisers and organic and green manures in the right proportion and also employ the best methods of cultivation. The land should be put to the best use according to the latest scientific techniques. And the supply of protective foods should be increased and programmes relating to animal husbandry, fisheries, etc., expanded.

18. For programmes of rural development I have described, the First Five Year Plan allocated on an average Rs. 170 crores a year (as against about one-fifth of this in the years before Independence). The annual allocations in the Second Five Year Plan are of the order of Rs. 225 crores a year. These figures exclude short, medium and long term loans extended to agriculturists through cooperatives and in the form of takavi. There can be no doubt that larger allocations will be made in future Plans for rural development.

## VI

19. I shall now, by way of summing up, bring out the magnitude of the long-term rural development programme in terms of what has to be done by the sixty million families in rural India, organised in small village communities. In every village a village panchayat and a village multipurpose cooperative should accept responsibility for the programmes. The village panchayat should have the taxing and regulatory functions conferred on it by law. For example, it should have formally power conferred on it for enforcing customary obligations. But, all programmes should be carried out through the cooperative in which every family would be represented. The implementation should be by common consent, all members joining in the process of reaching decisions and giving effect to them:

(i) *Multipurpose, large and medium projects*—Construction of the field channels needed to utilise the irrigation available and their maintenance in an efficient condition from day-to-day. In construction alone, there will be over 30 to 40 thousand miles every year for 20 years, over a large part of the country.

(ii) *Minor irrigation works including tube-wells.*—The responsibility for maintaining these works and for excavating and maintaining field channels is the responsibility of the village.

(iii) *Contour-bunding,* soil conservation and other programmes, for dry farming in the dry areas and construction and maintenance of bunds. The magnitude of the problem has been indicated.

(iv) *Scientific agriculture*:

(a) Producing as a permanent arrangement in the village all the seeds and organic and green manure needed; arranging for the supply of these in kind to those who cannot pay for these in advance, recovering after harvest.

(b) Arranging for the distribution of fertilisers received for the village and their supply to the smaller holders on credit in the first instance.

(c) Promoting the use of Japanese method of cultivation in all areas suitable for it and other advanced techniques for wheat and other crops which are suggested by the technical departments, and in other ways, work for a diversified agricultural economy.

(d) Development of animal husbandry programmes: dairy produce, fisheries, etc.

(v) *Programmes for supplementary occupation.*—Cottage and small-scale industries, etc.

(vi) *Consolidation of holdings.*—A programme of consolidation of holdings is essential especially in areas which are irrigated or have assured rainfall for the effective implementation of the groups of programmes which I have indicated above.

(vii) *Works for the benefit of the community.*—Every family should devote a portion of its time to building up permanent assets of value to the community.

(viii) Women and the youth in the village should play their full part in these activities. The centre for these should be the village school.

In every village the panchayat and co-operative should have a five year programme for the village (made up of family programmes) under these heads for which the entire village would be prepared to work. These should be fitted into the district or block programmes and through these into the State programmes. Every family would thus have a plan of improvement for which it would put forward its best efforts.

I spoke at great length in my Mussoorie speech on the role of the cooperative movement in our Five Year Plans, both on the side of increased production and of increased rural savings. I do not wish to repeat those remarks here. I hope that the resolutions passed at that Conference in regard to the cooperative movement will be fully implemented and also that the targets for savings indicated in paragraph 28 of that speech will be reached.

20. There is an important field in which the community development agency—through village cooperatives—has a crucial role. Land reforms and community development are inter-linked. They are both agencies for bringing about social change and cannot be worked in isolation. I have often said that, in a village co-operative, the 30 to 40 percent of the members that are 'creditworthy' in a banking sense should accept responsibility for ensuring that the 60 to 70 percent of the members who want loans in kind or money for use for creditworthy purposes obtain these, use them for such purposes and repay them punctually. It is equally essential that these members should make it their responsibility to see that the benefits of tenancy and other laws—fixity of tenure, fair rents etc.—actually accrue to those who are entitled to them. There is where a strong village opinion can be effective. I give as an example a suggestion that was made when the Madras tenancy laws reduced rents from 60 to 40 per cent of the produce. The suggestion was that rents should be actually scaled down to 40 percent in all cases and that the tenants should deposit the difference of 20 percent in the co-operative for a term of years so that these sums, with deposits

of the more well-to-do members, might be available for loans at low rates of interest for improved agricultural techniques. There are other ways which may be found suitable under other conditions. The essential point is that the co-operative as a whole should work out schemes like these in a spirit of good will and mutual help.

21. The State has an important part to play in bringing about this village organisation and assisting it in its activities. I shall mention the more important steps that should be taken by the State.

Firstly, it should organise the many-sided developmental programmes described above. Their range and the financial allocations for them should increase steadily and special attention should be given to the less favoured regions.

Secondly, it should provide technical and advisory services to guide the villagers and promote common action by them. The scope of research should go on increasing to meet the new problems arising from wide application of scientific techniques.

Thirdly, it should provide the short, medium and long term finance needed. One condition should, however, be enforced. Every village co-operative should be given a programme under which members' deposits would be built up to replace these credits. This is essential as the inculcation of thrift is the main aim of cooperation. There should be advisory services for building up unions and guiding village societies: also a corps of auditors. Assistance should not, however, be pushed to such limits that "cooperation ceases to be a spontaneous out growth of a community of interest or of a desire for independence". Under such circumstances, "Government assistance and the promise and expectation of further assistance undermine the self-reliance of the cooperators". Nothing should be done to relax the moral fibre of the movement.

Fourthly, in all areas there should be organised a wide variety of training courses—for agriculturists in improved techniques like compost making, green manures etc.; for members of panchayats and cooperatives; for school teachers and intelligent young men in villages to work as panchayat and cooperative secretaries. There should also be refresher courses for village level workers, block level officers and officers at higher levels. Provision should also be made for short-term courses for non-official leaders who are anxious to assist in rural programmes and especially cooperation. All these training courses should be permanent and broad-based and be available for as many as possible.

22. We should not under-estimate the difficulties involved in this process of bringing about social change—creating a change of outlook and desire for new knowledge and ways of life—among the 300 million people in rural India. I feel, however, that there is no need for defeatism. There are indications which afford grounds for believing that this social change can be brought about on the scale we desire and that leadership will emerge in the villages and at district and State levels to direct the movement. Let me mention some of these.

Firstly, the working of the community development movement over nearly half the villages in the country has already shown that revolutionary changes are taking place in villages and that there is everywhere a desire and determination to achieve better standards.

Secondly, in every region there are numbers of cultivators who have shown in crop competitions that they can produce yields per acre which compare favourably with the highest yields in other parts of the world. It is common experience that in villages round every Government farm, enterprising agriculturists make sustained attempts to exceed the record output in the farms. These should become the natural leaders in all attempts at spreading improved agricultural techniques.

Thirdly, there are the results achieved in the field of cooperation. At the end of 1955-56, there were about 160,000 village societies with nearly 7.8 million members. Of these societies, about two-thirds worked at a profit. Only about one-third of them did not. This is a remarkable record achieved by non-official workers at all levels in spite of the depressing conditions of a subsistence agricultural economy. Experience all over the world is that the universal adoption of scientific agriculture is an essential condition for the success of the cooperative movement; and with the large developmental expenditures that are bound to be incurred in coming years, it will be possible for these small communities to develop a genuine peoples' cooperative movement full of vitality. There are no limits to what an awakened nation can achieve by its own efforts.

23. These village institutions will have to be linked with similar institutions at higher levels. The formation of panchayats at district, taluk or block levels for developmental functions is now under examination in States. As regards village cooperatives, they should be federated into unions and through them to central banks on one side and marketing, processing and other societies on the other. I quote, on this, a passage from a book by Dr. Fauquet who was till recently Chief of the Cooperation Service of the I.L.O. He says:

> "Cooperation's special task, of which it alone is capable, is first to gather the innumerable little units of household economy and of peasant and handicraft economy and to group them into first-degree societies based on the ties of neighbourhood and similarly of needs. Next, it has to group the first degree societies in federative organs of the second and third degrees for the satisfaction of their common needs. After that, the problem will be to link the cooperative economy in its highest branches to the organs of the centralised economy which have developed in the opposite direction."

> "It will therefore be in vain if the State is tempted to extend its measures of restraint to the innumerable elementary cells of social life. The experiments multiplying before our eyes show that no sooner does the State undertake the organisation of the economy than it has to recognise itself the limitations of its own power and competence."

The support of the best non-official leadership should be enlisted at all stages, the official agency giving them the best assistance possible.

## VII

24. I am glad that, along with the rephasing of community development programmes recently accepted, the highest priority is now given to the establishment of village panchayats and village cooperatives and the intention is to bring them into existence in all areas within two or three years. The basic idea of a village community is one which has proved its strength and vitality through centuries in our history *viz.*, that of a community with ties of neighbourhood, common needs and identity of interest and in which there is a sense of intimacy—something of a larger family. We now seek to reorganise this village life to meet adequately the demands of scientific agriculture with the changed outlooks and attitudes that this implies. To put it concretely, all families, united in the village institutions, have to undertake through self-help and in co-operation with their neighbours the responsibility of carrying out the programmes I have described to you at some length for realising the long-term objective for improving standards of life which has been placed before the country. The movement should be judged in terms of human values; its aim is to make men, and women "with a sense of both individual and joint responsibility so that they may rise individually to a full personal life and collectively to a full social life". It is in this way that rural life can achieve social and moral cohesion which is the only basis for national unity.

25. I must now conclude my remarks. In what I have said, I have attempted to set out briefly the permanent institutions that should be set up in villages in the next two or three years for carrying out long-term objectives of our Plans and the activities that they should undertake. I hope State Governments will study the issues I have raised, arrange for the widest possible discussion of them and formulate programmes for early action. The situation in the country as brought out in the Planning Commission's appraisal of the prospects of the Second Five Year Plan calls for a much greater sense of urgency than now exists.

## Annexure

*Revised agricultural production programme under the Second Five Year Plan*

In May, 1956 when the National Development Council considered the draft of the Second Five Year Plan, it took the view that it was necessary to raise the targets of agricultural production which had been tentatively proposed in the plan. During the past five months the Ministry of Agriculture and the Planning Commission have been engaged in reviewing these targets in consultation with the State Governments, and a stage has now reached at which it is possible to present a fairly complete picture. The discussions in the conference of State Ministers of Agriculture at Mussoorie, which took place at the end of June, have been followed during September and October by detailed individual discussions with 18 States. As a rule, a general review of the proposals of each State between the Deputy Chairman and Members of the Planning Commission and the State Minister of Agriculture was followed by detailed examination jointly by the experts of the State Government and those of the Ministries of Agriculture and Community Development and the Planning Commission, the results being further considered at a meeting of the Planning Commission with the State Minister of Agriculture. The States whose programmes have been reviewed include all the former Part A States, all Part B States except Saurashtra, and Travancore-Cochin and Jammu and Kashmir, and 3 Part C States. A number of the remaining States have sent their revised programmes of agricultural production, and these have been taken into consideration.

The revised five year targets of additional agricultural production which have emerged provisionally from the discussions held at Mussoorie and in the past two months are compared below with the targets indicated earlier in the plan.

| Commodity | Unit | Estimated production 1955-56 (as given in the plan) | Tentative targets of production as in the plan | Revised targets of production | Percentage increase in index of production: As in the plan | Percentage increase in index of production: As revised |
|---|---|---|---|---|---|---|
| Foodgrains . | million tons | 65.0 | 75.0 | 80.4 | 16 | 24.5 |
| Oilseeds . . | million tons | 5.5 | 7.0 | 7.6 | 27 | 37.0 |
| Sugarcane (gur) . | million tons | 5.8 | 7.1 | 7.8 | 22 | 33.9 |
| Cotton . . | million bales | 4.2 | 5.5 | 6.5 | 31 | 55.6 |
| Jute . . . | million bales | 4.0 | 5.0 | 5.5 | 43 | 58.1 |
| Other crops . | .. | .. | .. | .. | 9 | 22.4 |
| All commodities . | .. | .. | .. | .. | 17 | 27.8 |

The revised targets for oilseeds, sugarcane, jute and other crops shown in this statement were agreed to with the States at Mussoorie. The target for cotton has been proposed by the Indian Central Cotton Committee in consultation with State representatives in view of the requirements of the textile industry. The foodgrains target of additional production of 15.4 million tons in place of the target of 10 million tons originally suggested is based on the series of discussions with individual States which commenced early in September. If the revised targets are realised, agricultural production as a whole would increase by about 28 percent, the increase in the production of foodgrains being nearly 25 percent and in that of commercial crops about 34 percent. According to the earlier proposals in the plan, agricultural production was to be increased by 17.4 percent, food production by 16 percent and the production of non-food crops by 21 percent.

In re-examining the agricultural production targets for the Second Five Year Plan the State Governments, in common with the Ministry of Agriculture and the Planning Commission, accepted the view that the maximum effort possible should be made by all concerned within the resources allotted for agriculture under the plan. It was recognised that certain parts of the programme would need to be speeded up, such as the establishment of seed farms, arrangements for the fuller utilisation of local manurial resources and, in some States, the programme of minor irrigation. It was also recognised that at later stages in the plan it might be necessary in some instances to make small additions to the allotments available for agriculture, through internal adjustments and in other ways. All concerned felt that the programme of industrialisation under the Second Five Year Plan with its special emphasis on heavy industries was bound to lead to demands for largely increased agricultural production. If internal production was not adequate, price levels would rise. It was vital that in the course of the next two or three years agricultural production should be raised to a level at which it could make up the present shortage, meet the demands of the growing population and those generated by large development expenditures and also provide a small surplus for export. Only a programme which aimed at doubling agricultural production in the course of the next ten years or thereabouts could meet the requirements of the national economy, bring about a substantial rise in agricultural incomes and reduce the gap between these and non-agricultural incomes.

The agricultural plan of each State was reviewed carefully with the object of ensuring that programmes for the multiplication of improved seed, use of fertiliser, irrigation, soil conservation, etc., were made to yield the utmost possible benefits in the shortest time. This aim would be secured if the various programmes were implemented simultaneously and in a co-ordinated manner in all parts of the country and, in particular, in areas served by national extension and community projects. Thus, there are at present about 100 to 110 million acres under paddy and wheat—about 75 million acres under paddy and the rest under wheat. These have secured irrigation facilities or adequate rainfall. Also, in respect

of these crops, Agriculture Departments have evolved improved varieties of seeds. Considerable emphasis was also laid during the discussions on the need to increase the production of millets. In the economy of several States millets occupy a predominant position, the total area under jowar being about 43 million acres and under bajra over 27 million acres. In the case of jowar, improved strains have been evolved in a number of States, but generally there is need for stepping up research on improved strains on millets throughout the country. States, in cooperation with the Indian Council of Agricultural Research, will accelerate programmes in this direction. During the next 3 to 5 years, in every State the effort will be to cover every acre with improved seed and, along with this, to ensure that every acre of land is supplied with fertilisers and organic manures and green manures. Programmes for improved seed, fertiliser and organic manures are indeed not separate programmes. Each of them has to be employed on every acre of land in the right proportion and the best cultivation techniques have to be adopted.

As a result of the discussions with the States, each State has now a programme for setting up seed farms for raising nucleus seeds and multiplying improved seeds through registered growers, keeping in view the requirements of the entire area to be served by each seed farm. Provision is also being made for setting up cooperative seed stores at the headquarters of every national extension block and smaller stores for each group of about 20 villages. At these stores fertilisers and agricultural accessories will also be made available. In reviewing the programmes special stress has been laid on the fact that chemical fertilisers yield good results if they are used along with organic and green manures. Accordingly, each State will attempt to organise the production of compost, urban and rural, on the largest scale possible, as well as the production of seeds for green manuring of fields, the aim being to see that supplies are available to enable the use of these seeds in all fields over the entire cultivated area. It has been decided to provide in all national extension and community project blocks special personnel for work relating to organic manures, including compost, use of green manures and utilisation of night soil. It is also proposed to give training in manurial work to five to ten selected persons in each village level worker's circle. The Ministry of Agriculture will shortly initiate the necessary steps in consultation with the States. Pilot projects for the utilisation of night soil in forms adapted to the conditions of village life in India will also be undertaken.

On the administrative side, the main emphasis in the discussions has been on devising means through the national extension service of reaching every village and every family and mobilising local resources and enthusiasm for increasing agricultural production and raising living standards. In opening new national extension service and community project blocks preference will be given in the early years of the plan to areas where rapid increase in agricultural production can be achieved. In national extension and community project areas and in the work of

village level workers agricultural production will have the first and foremost priority. Definite targets are to be laid down for each group of villages in charge of an extension workers. Funds proposed for agriculture in the block budgets for national extension and community project areas will not be diverted to other heads of development and, in these areas, as in others, personnel of the State agriculture department will be responsible for the success of the agricultural programmes.

In the course of discussions it has been stressed that in each village there should be a village panchayat and a multi-purpose cooperative society which should see that every family has an integrated plan for the use of improved seeds, fertilisers and organic and green manures and is assisted with short-term credit, in money or kind, for carrying through its plan. It was realised that unless the benefits of the extension movement accrued to all sections of the community within the shortest possible time its entire purpose would be defeated. The panchayats and the cooperative societies should see that the credit is used for the purpose for which it was given and that repayment is made in time. In this way every family should be made fit to be represented on the cooperative society in its own right, that is to say, it should be brought into existence as quickly as possible.

Another aspect emphasised during the discussions is the importance of enlisting local participation and community effort on the largest scale possible in such programmes as minor irrigation and contour bunding. In some States minor irrigation programmes have tended to become programmes of small-scale irrigation works executed by Government agencies with very little voluntary labour or participation by the people. This has limited the results which can be obtained from provisions for minor irrigation. It is of the utmost importance that minor irrigation should be regarded in all States as essentially a local community programme in which local contributions in money and labour have a leading role.

State Governments were also requested to undertake early legislation for enforcing minimum standards of cultivation. Though the policy must always be to secure high standards of cultivation by voluntary measures through the national extension service and community projects, legal provisions are also necessary. Steps to follow up the recommendations on this subject made in the Second Five Year Plan will be taken shortly in consultation with the States.

The higher targets of agricultural production now proposed will entail a great deal of intensive effort at every level and State agricultural departments will need to be strengthened. The Ministry of Agriculture, the Planning Commission and the Ministry of Community Development will arrange to keep in close touch with the implementation of the programmes in the States and to provide such assistance as may be needed with a view to realising the new targets and improving further upon them as the plan proceeds. The results obtained will be

carefully reviewed from year to year and such further adjustments as may be needed will be made. Experience during the next year or two may also suggest further measures which may be taken, including changes in the yardsticks adopted for estimating the benefits of different programmes of development. Some States have indicated possibilities of achieving higher targets than those now proposed if additional schemes are approved. These will be considered from time to time in the light of the progress made in the actual implementation of the programmes agreed to in the discussions that have taken place.

## SUMMARY OF THE SPEECH DELIVERED BY MINISTER, SHRI S. K. DEY AT THE INAUGURAL SESSION OF THE ANNUAL CONFERENCE ON COMMUNITY DEVELOPMENT HELD AT MOUNT ABU IN MAY, 1958

In recalling the decision to hold the present Conference at Mount Abu, Shri S. K. Dey, Minister for Community Development, said that some months ago he happened to be touring the Sirohi district. The Collector of Sirohi district, a dynamic person, who has done very good work in the district, wanted him to stay longer in that area and particularly to visit Mount Abu. Some friends from Abu Road also travelled a long distance to meet him there to endorse that request. The Minister said that he wanted to take 'vengeance' on them by inviting the whole of India to visit Mount Abu in order to see how people with their vitality and determination in Rajasthan were grappling with nature for survival. This was one area, the Minister said, in the whole of India which did not lose its colours and its gaities in spite of the sombreness and the inhospitable character of the environment.

Paying high tributes to Shri V. T. Krishnamachari, the Chairman of the Conference, the Minister observed "I am quite definite that at his age I shall not be working—certainly. I shall not be working in the Government". Shri Dey said that the Chairman had planned to go to the South for a short respite. But when the Minister requested Shri V. T. Krishnamachari to come to Mount Abu to preside over this Conference, he readily agreed. He had never missed any Development Commissioners' Conference from its inception up-to-date, the Minister pointed out.

Before giving a review of the programme, the Minister referred to the criticism that was being levelled against this programme. The criticism at least showed, he said, that the programme has succeeded to a large extent in creating discontent among the people.

The Minister said that he knew hardly anyone engaged in this programme—the Development Commissioners, Deputy Development Commissioners, Block Development Officers—who could work harder. It was an achievement, Shri Dey continued, to the credit of the programme that it had become the sole occupation by and large of everyone was engaged in it.

Giving a brief review of the programme, the Minister felt that "quite a good deal" had been done in the field of agriculture although very much more remained yet to be achieved. He pointed out that agricultural targets could not be achieved over-night except through black magic. As an illustration, he mentioned about three mango saplings which he planted in his house through the courtesy of a friend from U. P. Although he had been watching them eagerly everyday, it was certain that it would take at least five years before the plants yielded the first consignment of fruits.

The programme, the Minister said, is succeeding gradually in making research ground-oriented. It had also succeeded in imparting an extension bias to the whole field of agriculture. A large number of agricultural seed farms were being set up. True, they would not yield results over-night but they would yield the first harvest in a year. Then they would have to be given to the registered seed farms, and finally passed on to the farms all over the rural areas. Perhaps, only in the third or fourth year of the programme an area would be able to derive the optimum results of the seed farms.

Talking of fertilisers, the Minister pointed out that five years ago doubts were expressed whether Sindri Fertilisers could all be consumed. Today, the country could have 10 Sindris and still there would be demand for more fertilisers. The same applied to green manure.

In regard to animal husbandry, the Minister said that a large number of artificial insemination centres had already been set up. There were now improved bulls which were being sent to all parts of the country. Unfortunately, enough had not yet been done in the field of fodders.

In regard to poultry, the Minister said that the large number of poultry farms which were set up in the blocks did not, with the exception of some here and there succeed in popularising and improving poultry in the villages. The Ministry of Food and Agriculture, therefore took a decision that the poultry farms at the block headquarters could be replaced by registered poultry breeders in the villages. It would not be possible for a Government organisation to maintain and run small farms economically. It was, therefore, necessary to hand them over to private individuals and give whatever subsidy the Government organisation could offer. The same applied to fisheries, piggeries and also to sheep breeding. Quite a lot had been done in the State of Rajasthan in sheep breeding. It should be taken up in other States also where facilities and scope for sheep breeding existed. The recently set up Extension Wing of the Food & Agriculture Ministry was trying to promote these programmes. The Minister pointed out that vegetables and fruits were in limited supply. It was, therefore, necessary to develop poultry and fisheries so that the non-vegetarians were prevented from encroaching upon the vegetarians' diet.

In the field of minor irrigation, the Minister continued, adequate funds had been provided by the Ministry of Food and Agriculture and also by the Ministry of Community Development. Progress in this field until recently had been poor. Although during the last six months, some improvement had been achieved, much more remained to be done.

Referring to Cooperation, the Minister expressed his inability to understand why there should be a conflict between small scale and large scale cooperatives. The conflict arose, the Minister felt, because of the over-enthusiasm of certain States which proceeded in this matter

in a curious manner. On the one hand they asked the extension agency to continue its efforts for building up village cooperatives, on the other they asked another agency of Government to wind them up and replace them by large scale cooperatives. This subject, the Minister felt, required very intensive study by the Conference. The formation of large size cooperative societies might show large scale expansion in credit. But one did not require large-size cooperatives for that purpose. With the expansion of branches of the State Bank in the villages, wealthier people would be in a position to take advantage of the facilities offered by that bank. The people who required credit for what is called "credit-worthy purposes" were to be provided for. That was a subject which has yet not received the attention it calls for.

Talking of village industries, the Minister said that the 26 pilot projects started so far had not yielded adequate experience on the basis of which a programme for application all over India could be drawn up. For the implementation of minimum programme of Village & Small Scale Industries it was therefore necessary to think afresh. In the revised pattern of the programme, a sum of Rs. 65,000 had been provided for every block in the first stage and Rs. 25,000 in the second stage as grants-in-aid. Besides, there were substantial funds with the various Boards. The Khadi & Village Industries Commission were ready to support this programme with financial and technical assistance. The same applied to the Handicrafts Board, the Handloom Board and the Small Scale Industries Board. The Ministry of Commerce & Industry were quite prepared to open more Small Scale Industrial Estates in the villages. Yet, it had not been possible to make much progress in the field. It was difficult to implement the Small Scale & Village Industries Programme unless sufficient number of people settled down in villages. The Ministry of Commerce & Industry were fully aware of the need for a shift in the emphasis in the establishment of industries so that the industrial estates were located in rural areas making the towns come to the villages rather than forcing the villages to go to the towns. The Minister appealed to the Conference to consider the subject very seriously. Agriculture and Village Industries were very closely inter-related. If the agriculturists producing more did not have enough of consumers' goods produced by the village Industries near at hand, they were not likely to be interested in increased agricultural production. Agriculture and Village industries should indeed go hand in hand.

Referring to public health, the Minister said that a large number of Primary Health Centres and Sub-centres were being set up. Midwives and Health Visitors, however, were still in short supply. Although considerably improvement had been made in the training of workers, there was no certainty that the trainees after their training would go and settle down in rural areas. A good deal still remained to be done to offer them amenities in terms of increased emoluments, better residential accommodation, etc.

Talking of education Shri Dey referred to the large number of Primary schools already established all over the country. He, however, regretted that very little had been dône to improve the status of the Village School Teacher. Full advantage of the enrolment capacity in these schools, particularly in the case of girls, was not being taken. It was often said that girls did not go to school because there were no women teachers. How could there be women teachers in rural areas unless girls were admitted to the schools, the Minister asked ? It was a vicious circle which had to be broken. In Uttar Pradesh and Rajasthan a departure from the beaten track had however been made. Not being able to get the services of trained and educated women workers those States had started taking up whatever workers—uneducated and illiterate—from amongst the village women and making them the nuclei of all women's activities. These women were being appointed as school mothers, so that the village folks could be induced to send their girls to schools under their guardianship. The Minister asked the Conference to consider to what extent this new practice could be followed in other States.

The Minister regretted that although it was intended that the Social Education Organiser would convert the school into a Community centre, rarely had that been achieved. The Minister in this connection mentioned about the community centres which had been set up in most of the villages. Some of them are also equipped with radio receiving sets. But when the radio went wrong there was nobody to carry out the necessary repairs or pay for the replacement of the worn-out battery. Books in the library looked so fresh that a visitor to the community centre perhaps felt amazed at the sense of cleanliness of the villagers as well as of the project workers.

In rural India, Community Institutions were built, in the past, around places which nature had provided for people to congregate. There was not a village without a big banyan tree spreading an extensive shade under it. But the project workers today did not want to use these places. They felt that there would be very little for them to show to the people visiting the project areas from outside. There must be a building to exhibit which would also incidentally provide the opportunity for indicating people's participation in terms of money.

The Minister emphasised that new institutions must be related to the culture of the people. They must be indigenous to people's true items so that they created a natural response in the minds of the people. The Social Education programme had been a success only where the Social Education Organiser and the Block Development Officer themselves remained close to the soil and succeeded in striking a chord in the heart of the local people in the language which they understood.

Shri Dey said that nearly 60 to 70 thousand miles of roads had been built all over the country under the Community Development

Programme. The Public Works Department which was responsible for building major roads, had little time to give assistance in the planning of the village communication programme. The P.W.D. was also not quite used to working with the village people. It drew up giant plans and handed them over to the contractors through the hierarchy which carried out inspections. The Minister was, however, glad to say that the Ministry of Transport and Communications in the Centre was planning for developing communications according to a perspective plan for the next 20 years. It had decided to formulate a district plan for each of the 325 districts and to associate the Community Development Organisation in the district set-up of the P.W.D. so that village communications could be integrated in the overall perspective plan. The discussions between the two Ministries had been finalised and the plan drawn up was awaiting the blessings of the Planning Commission.

In respect of Rural Housing, the Ministry of Works, Housing and Supply in the Centre had decided to build up a cell which would promote rural housing, not necessarily through the Government agency, but primarily through the people's agency. Similar cells were being set up by the States. The Minister informed the Conference that early next month the heads of these cells, including the representatives of the Ministry of Works, Housing and Supply, will be meeting to discuss and evolve an approach to the rural housing programme in the context of local material, local labour, local skill and architecture.

Talking about the Women's programme, the Minister confessed that the Community Development Organisation was predominantly a men's show which took women for granted. It was, therefore, decided last year to come to a working agreement with a predominantly women's organisation—the Social Welfare Board. Two hundred blocks were given to the Social Welfare Board to start their activities. The Board had begun work on the co-ordinated pattern in about 50 blocks only. The State Governments did not have counter-part funds to provide for the Social Welfare Board Projects, as was originally planned. This again was a subject which required very deep study at the Conference. If it was felt that neither the Social Welfare Board nor the State Governments had enough money, an appeal should be made to the Deputy Chairman of the Planning Commission, while he presided over the Conference, to come to their aid.

Regarding Public Relations and Information, Shri Dey acknowledged the considerable assistance the Ministry of Information and Broadcasting was giving by supplying books, journals, pamphlets, posters, films, etc. The Information Departments in the States, however, were still virtually outside this programme. The Community Development Ministry had succeeded by now in getting practically every Ministry to strengthen their counterparts in the States. The Ministry of Food & Agriculture had provided financial assistance on many matters including the appointment of Joint Director of Agriculture (Extension). The Ministry of Commerce

& Industry had strengthened the Industries Department of the States by subsidising the appointment of a Joint Director of Industries, District Industries Officer, Block Industries Officer and regional institutes. In the same way, the Ministry of Education had subsidised the appointment of District Social Education Organisers and Dy. Directors of Social Education. The Minister said that he had been trying to persuade the Ministry of I & B to give some assistance to the Information Departments in the States so that the latter could develop themselves. The Minister asked the Conference to discuss this subject particularly with the representatives of the Ministry of I&B who were present there.

Referring to the revised training programme, the Minister mentioned the remodelling of the syllabi of the various training insitutions. He said that considerable assistance would be required from the States particularly in the matter of instructors. Workers with field experience who could be found only in the States, were required for running the training centres properly. Besides, a Central Institute of Study & Research was being set up at Mussoorie. Practically nothing had so far been done to orient the minds of the Collectors, the Sub-Divisional Officers or the heads of departments or their deputies. They must properly understand what the Community Development Programme was. Therefore, the Institute which would start functioning on the 9th of June, would take upon itself the responsibility of reorientating the outlook of workers at higher level. It was proposed at a later date to set up a research section also so that ready remedies could be found for the problems which were confronting the programme. The Minister also made reference to the Programme Evaluation Organisation which, he said, had worked very hard for the past five years. They had many good points, the Minister continued, but they had also a few weak points which were likely to recur unless immediate correctives were applied. It was not enough, for instance, to say that 30% of the people had taken to improved seeds, or 40 per cent had taken to chemical fertilisers. There were, plenty of data already available from which these conclusions could be drawn. Similarly, it was not enough to say that in particular areas, work was not going ahead. What one wanted to know was why it was not going ahead or was going wrong? For that, it was necessary for the Programme Evaluation Organisation to have a study of a representative number of blocks all over the country and also of a representative number of problems. It was, of course, not possible for them to take up studies of all the subjects at any one time. They would get lost. It would be desirable to take up study of 100 to 150 blocks and expand the organisation correspondingly. This programme, which started only with five or six centres in each State, had now expanded to over 2300 blocks. If the Programme Evaluation Organisation expected that it would be able to give us its conclusions about the working of the programme by maintaining its organisation more or less at the old level or at a slightly higher level, the P.E.O. would become an auditor's organisation which would have very little utility. He wanted a progressive evaluation organisation to tell the Ministry what is wrong and what needs to be done. In other words, the P.E.O. should undertake research. Those connected with the administration of the programme were far too busy with their day-to-day administrative problems.

What they required was a 'brain trust' on the Programme. The P.E.O., as far as the Minister understood, was set up to serve that purpose. The Minister was conscious of the fact that it was not possible for the P.E.O. to set up its own organisation to conduct research in all fields. It would have to get itself linked up with the State Departments, the State organisations and particularly with the universities. The Programme Evaluation Organisation had undoubtedly done considerable amount of good work. But while the programme had grown, it had not grown with it, the Minister observed.

It had been said in the Parliament, the Minister continued, in the State Legislatures, in the Press, in the Balvantray Mehta Committee's Report and in the P.E.O's Report that there was not enough initiative in the field. How could one build this initiative? There was a greater understanding of the programme amongst the Members of Parliament today, particularly after they had gone out in the field and seen things for themselves. There was also greater understanding in the State Legislatures. In spite of this understanding and in spite of the fact that departments which in the past were practically outside the programme had come in almost full strength, there was not enough of popular initiative. It called for some serious basic thinking, to ascertain how popular initiative could be created. People's participation had so far been computed in monetary contributions. But contributions in money could be made by people who were well off. With increasing burden of taxation the number of such people was on the decline. Physical labour one could get relatively in abundance. But there again people get sick of being told by Government organisation to come forward and build roads, set up panchayat houses, dig wells, etc. After some time, Government organisation also tended to become stale. At many places the Minister found that the buildings were wonderful but inside them there was very little of community spirit to talk of.

In posing the question "how to develop self-reliance in the people" the Minister admitted the existence of casteism, communalism and linguism. There was also the fight against cow slaughter and the fight for converting non-vegetarians into vegetarians. Drawing a parallel from horticulture, he said that it was common knowledge that a savage plant was required for grafting of a saintly plant to obtain improved fruits and flowers. He would like to have a large number of bad people in the country who could be subjected to such a salutory influences and whose energies could be channelised for work for common and collective well-being. The Minister referred to a "strange spectacle" of a limited number of Government servants being almost crushed under the pressure of ever expanding work. On the other hand, there were 750 Members of Parliament and about 4,000 Members of the State Legislatures and probably hundred times that number of people in panchayats critical about the programme. They are critical, the Minister thought, for the simple reason that they did not have the opportunity of active participation. The Programme could not be implemented shutting the doors to them. It could not be done by adding one more Collector to serve as the District

Planning Officer or having another Agriculture Officer at the Block Level and a few more specialists at the District level. Wisdom lay in the understanding of one's limitations.

The Programme, the Minister said, had succeeded in establishing the National Extension Service. Those who were associated with the programme could certainly take pride in it. But Community Development was yet to start. To make that start, basic institutions like panchayats, cooperatives and schools must be set up. If buildings were not available, schools could be started in open air under the shade of trees ensuring that there was 100% enrolment of boys and girls and that the village people were participating in making the school the centre of village activities. Certain suggestions had already been made for improving the economic conditions of the village teacher.

The village panchayat could not be made effective unless it was broad based, the Minister continued. But one could not broad base the village panchayat unless one had the means of attracting a very large number of people from the village who might not necessarily be interested in seeking elections to the panchayats but who would possess special inclination and aptitude for some specific sector of the programme. The Community Development Programme was so comprehensive that there was hardly any aspect of life that it did not cover. In one form or the other, everybody could be interested in some facet of the programme. Some would be interested in better agriculture, some in improved animal husbandry, some in better housing. It had, therefore, been suggested that the village panchayats should have sub-committees, each dealing with a particular subject, with one or two panchayat members who would have the authority to co-opt any one from the village interested in the subject. This would provide an answer to the problem that was created last year in initiating the progressive farmers training camps in the villages. These camps had already done good work. In many areas they had exceeded the organisers expectations. It had been suggested that when these farmer-leaders went back from their training Camps they should set up clubs. Not much use of these clubs could be made of unless they were tied up with village institutions. One could not, however, have multiplicity of village institutions and yet expect that there would be coordination and a single line development. After all, village panchayat was the basic institution and all other institutions must form part and parcel of that. It had, therefore, been suggested that the sub-committees of the panchayat would co-opt all the trained farm leaders. It was not enough to have some sub-committees of the village panchayat alone; there must be similar sub-committees of the Block Advisory Committees. The Balvantray Mehta Study Team had observed that it was not possible to create sustained initiative in the people unless statutory institutions of the people at the Block level and the Village level were built up and responsibilities delegated to them for implementation of the programme. The State Governments had agreed to this in principle. The Minister said that he was worried about this agreement. He was not questioning the honesty of purpose behind it. But with wide divergence

and disparities in the standard of development between different States and even between different areas within one State, the delegation of powers might eventually turn out to be the lowest common denominator, namely, the delegation which could be exercised in the most backward areas. In practice, this might not mean much.

Of course, it was not expected that the State should abrogate its responsibility and run the very serious risk of being completely knocked out by unruly forces. It was, therefore, felt that during the transition period it might be possible to build up conventions, if not statutory powers, which would grow gradually. At the block level, it was decided to transform the Block Advisory Committee into the Block Development Committee. This simple change in nomenclature would perhaps, increase the efficiency and usefulness of these committees by hundred per cent. Nobody, the Minister reminded, wished to be an adviser these days. Because advices were not being listened to, far less responded to. With the Block Advisory Committees being transformed into Block Development Committees and Sub-committees of the type described earlier it would be possible to give them specific responsibility not merely for execution but also for planning of the programme. The Extension Officer could be made an ex-officio Secretary to these Block Development Sub-committees on specific subjects. In the initial stages, they would require adequate guidance from the top through the people's representatives and the non-officials working in the Block Development Committees. There was a desire all over the country on the part of the people to handle their own affairs even at the risk of committing mistakes. How else could people learn to be self-reliant? What is self-Government? It was the right of the people to commit errors, the Minister observed.

Referring to the Consultative Committees of the Parliament and the State Legislatures, the Minister said that much better understanding of the programme could be created through them. The Minister also made a reference to the understanding which the Community Development Ministry had arrived at with the Gramdan Organisation. It was done, he observed, for the purpose of bringing in the programme a group of people with an ideology allied to that of the Community Development. After several discussions and series of meetings in which some of the Development Commissioners participated, the Ministry had arrived at certain working formulae between the two organisations. It would, however, take some time for this programme to move ahead because the understanding at the highest level had still to travel down below. The Gram Sevaks and the Gramdan Workers must have a proper appreciation of the decisions taken at those meetings. Meanwhile, the programme had received assurance of assistance from a large number of prominent non-officials whose integrity and honesty of purpose were beyond question and who were eager to place their services at the disposal of the Ministry for promoting the common programme.

The Minister maintained that for the first five and a half years, the Community Development Programme had run on the initiative of the

Government apparatus. The time had come, he observed, for opening what he called the "second front". The second front had to be of non-officials not dependent on the courtesy of the local officers.

It was not enough, the Minister said, for the Central Ministry to send out mandate to the Development Commissioners to transmit it to the ground. Large numbers of people have to be assisted with the programme. The panchayats, the co-operatives, the block development committees, consultative committees of the State Legislatures and the Parliament and other non-official organisations in the country required to be woven together into a pattern. There might be some risks and confusion involved in the initial stages as a result of so many agencies coming together. But there was no other alternative.

The Minister emphasized that power could not be given. It had to be taken. He regretted that there was not a single political organisation in the country training the people to wrest power. For the past 5½ years, Shri Dey continued, he had been struggling to get the political organisations in the country involved in the implementation of the Community Development Programme. He had not been able to achieve much of success except, that political organisations had now begun to talk in terms of constructive work. The ultimate responsibility of building up non-official organisations thus fell on the Government organisations. It could not do that in the conditions of today except through non-statutory institutions based on growing conventions. A deliberate effort has to be made to create a sense of unrest in the people to wrest the initiative for giving their own affairs. The success of the Community Development Programme would be determined by the extent to which the vast masses of our people have been enable to secure, and then, exercise this initiative, the Minister concluded.

## SUMMARY OF THE CONCLUDING SPEECH DELIVERED BY SHRI S. K. DEY, MINISTER FOR COMMUNITY DEVELOPMENT

Describing the progress of Community Development programme during the last five and half years Shri S. K. Dey, Union Minister for Community Development, compared its growth to the growth of a child who attains adolesence. Shri Dey was addressing the concluding session of the National Conference on Community Development here on Saturday.

The stage of adolesence in an individual, Shri Dey added, heightens the dark features. The Community Development programme was also facing a similar crisis of adolesence and called for heart searching and a careful watching for strong as well as weak points.

The Minister appealed to the delegates that the decisions of the Mount Abu conference must travel down to the remotest village and be implemented on ground. Follow-up action on the decisions of this conference, he said, would be discussed at a seminar in the Union Ministry of Community Development on May 28.

Similar discussion, he added, should be held at the State and district levels. These should also be discussed at the first meetings of the Block Development Committees. Such action, according to him, would pay heavy dividends.

Shri Dey paid a handsome tribute to the remarkable change that had overtaken Rajasthan since integration. There was a time not many years ago, he said, when very few people living in the State thought in terms of integrated Rajasthan, instead, they always thought in terms of problems facing individual constituent units, such as, Jodhpur, Udaipur, etc. In this connection Shri Dey also referred to the subtle and mellow influences which gave the Rajasthan culture a unique character.

Shri Dey said that despite his best efforts during the last five and half years the Community Development programme had not yet had fullest participation by political parties. The programme had, however, grown to such dimensions that it was no longer possible for the Government apparatus and the technical agencies to implement the programme without bringing in masses of people. A stage had now been reached when people's servants and people's representatives must have fullest cooperation from "people's associations" such as, Ramakrishna Mission, Bharat Sewak Samaj, Mahila Mandalis, etc., he said.

## VALEDICTORY ADDRESS BY SHRI MOHAN LAL SUKHADIA, CHIEF MINISTER, RAJASTHAN

*May 24, 1958*

*Ladies and Gentlemen.*

I rise to congratulate you all on an extremely fruitful session of the Conference on Community Development. This is the first time that Rajasthan has had the honour of providing the venue for such a meeting. If I may be permitted to say, this conference is the first of its kind. The change in the name of the conference is an indication of the maturity that the movement of Community Development has attained. It suggests a freshness of outlook and approach as regards its content and character, and augurs well for the future of the programme.

2. To begin with, I must apologize to you for any inconvenience that may have been caused to you during your stay here. We endeavoured to see that you may be comfortable. If there have been any shortcomings in the arrangements, then please trust me when I say that they are traceable more to the geography of the situation rather than any want of care and consideration on our part.

3. Mount Abu is a place of special interest for us. Apart from its history, it provides the best vantage point from which to look at Rajasthan. As you look up North, on your left are the arid sands of our desert. On your right are tracts where nature is more kind. From here you can rightly see how the Aravalis almost bifurcate Rajasthan into two parts and how they protect the South eastern part from the march of the desert. Mount Abu is unlike a hill station of the Himalayas, or a hill station down south. It is the hill station of a desert State and we hope that you will think kindly of us when you return to your homes and your labours.

4. The conference started on a serious business note struck by the Deputy Chairman, Planning Commission. He placed before you all the absolute importance of higher production in the agricultural sphere to the successful implementation of the Second Plan. I have no doubt that his address will provide the basis of careful review of our achievements so far and the need for a shift of emphasis in the near future. Shri Dey again highlighted for us the objectives and philosophy of the programme. Shri Dey has been at the helm of this movement since its commencement and we are all fully aware of how much the programme owes him for its tempo and direction.

5. I neither propose nor think it necessary to go over the wide field that has already been covered in your deliberations. You have examined in detail the problems that are encountered in the field. The success of the programme will depend on how successfully we tackle them. But be it higher production, or Co-operative movement or any other sector of development, much greater results will be secured if the

programme truly becomes the people's own. This particular aspect of the programme should in fact provide the background for all our action in the field. The effectiveness of popular enthusiasm once roused in the service of a popular cause is well known. This also, to my mind, is the only manner in which permanence and continuity can be imparted to the programme.

6. I was particularly impressed with the detailed examination of the problems of Village and Small-Scale Industries proposed in your agenda. In spite of the fact that for the last few years considerable attention has been given to establishment and revitalisation of cottage and small scale industries, our performance in the field, with a few exceptions, has been on the whole not fully satisfactory. This has been mainly due to the paucity of trained technical personnel, absence of scientific surveys and similar other difficulties. It is not necessary for me to dwell upon the economic and sociological value of the cottage and small-scale industries especially in a planned economy but which is based on the recognition of the need of decentralisation at all levels. This aspect of the programme, Gentlemen, will merit your attention in the field so that it is possible to devise ways and means which can provide necessary momentum to this programme. The working of the rural industrial estates will be watched with keen interest.

7. I have all along felt that the programme of social education has not been completely successful. It is for you to judge as to how far it has been able to break the stones and pave the way for adoption, popularisation and implementation of the other essential aspects of community development programme. In the villages, all said and done, the teacher is generally the centre of creative ideas and activity. If we are able to rope in the teacher into our programme through proper incentives, we will make noticeable headway in our programmes for women and children.

8. Your deliberations assigned a good deal of importance, and rightly too, to the arrangements for training programmes. The initial training and periodic reorientation of the staff engaged in the development work is of supreme importance. While it is true of all types of officials and workers, the training of the Gram Sewak occupies a central position, because of his multi-purpose duties. The programme, in the ultimate analysis, will be judged by those for whom it is intended, by the quality of the Gram Sewak. It is, therefore, necessary that not only is he properly trained, but also provided incentives so that he feels that he is not only the last and hence the humblest rung of the hierarchical ladder but also is a functionary in the programme with a distinct personality of his own, and has a positive contribution to make towards the success of the programme.

9. I have already made a reference to the Report of the Team for the Study of Community Project and National Extension. The far-reaching recommendations made by the Team have been discussed in the conference. The Team has pointed out that the emphasis should shift

to the more demanding aspects of development from the spectacular aspects of provision of social amenities and in this light the priorities should be redefined and redetermined. The Team has reviewed comprehensively the entire field of community development programme, its concepts and objectives, the approach that requires to be followed, the administrative and organisational aspects, the question of co-ordination, the role and importance of people's organisations and the character which the programme in its different aspects should possess. The Report has stressed that community development has to be a long term approach to the problem of revivification of village community and must, therefore, form an integral part of successive Five Year Plans. The Team's recommendations for the extension of the period in which the entire country is to be covered and for the abolition of the artificial distinction between the N.E.S., the C.D. and the post-intensive stages and to treat the process as a continuous one are welcome to those who have been intimately associated with the working of the programme. I hope that with the modification and adjustments that have been agreed to, the recommendations of the Team when implemented will give a great stimulus to the movement.

10. I want to draw your attention particularly to what the Report calls "democratic decentralisation". As the community development is the people's movement, it is in the fitness of things that the people should now assume an increasing measure of responsibility for its direction. The matter was considered by the National Development Council. It has received commendable mention in the Press. The pattern that will emerge is bound to differ in minor detail from State to State, but the basic principle of people's control and direction is accepted. Forms will vary, but the spirit will be the same. There will be almost revolutionary devolution of powers to these bodies. This is a great step forward towards wider participation of the people. But this will raise problems of more difficult nature than those involved in mere official co-ordination. This will mean a good deal of psychological adjustment and change in attitudes and habits of work. Whether the devolution of powers is at the block level or at the district level, the question of right relations between the officials and non-officials will be an extremely important factor. We take pride in the fact that ours is an experiment in 'planning by persuasion' as opposed to 'planning by coercion'. The implementation of the principle of "democratic decentralisation" in its fullness will be the test of our professions. I shall, therefore, request you, Gentlemen, to keep in view the implications and consequences of this step with utmost seriousness, as any failure in this direction may corrode not only the people's faith in the purposes and performances of the administration but will imperceptibly undermine the very foundations of democratic life which we so highly cherish.

11. Another important subject that you have discussed is the need for close co-operation between the Gramdan and the Community Development Movement. The co-ordination between them was particularly called for on account of the basic similarity of objectives. This

provides an opportunity for the moral force generated by the Bhoodan movement to achieve greater results with the help of resources and organisation at the disposal of the administrative machinery. The two programmes when integrated will prove effective instruments for the all-round development of the village community. It is essential that the Block Development Officers and Extension Officers associate themselves with this work in a spirit of humility and dedication in the interest of its harmonious working.

12. I am reminded of the session of the Agricultural Economics Conference held at Jaipur in 1953. The programme of Community Development had just completed one year of its existence. It was not yet free from its teething troubles. It was just the beginning of the movement. It had not got into full swing. It was a novel experiment of integrated approach to reconstruction and development of village life. When the programme was launched, and experience had yet to be gained, Shri Krishnamachari had laid down certain criteria for assessing the success of the movement namely universality of the family approach, uplift of the under-privileged sections in the villages, participation in the co-operative endeavour for the common good, active response of women and youth to the programme, the activisation of panchayats, co-operatives and other village institutions etc. Even today there are no better yard-sticks to measure the permanence of the programme and to assess as to how far it has taken root in the village life so as to be a self-perpetuating people's movement. Even the concept of democratic decentralisation is only a tangible expression of our desire to have 'planning from below' and our effort to evoke continuous and active participation of the people in the planning and execution of the development programmes. The experience that we have gathered during all these years has served to underline the importance and aptness of these criteria. The annual Reports of the Programme Evaluation Organisation have attempted to assess the effectiveness of the programme according to these broad criteria.

13. We have achieved a good deal. It is a matter of gratification for all of us. And you, Gentlemen, with your colleagues at various levels are responsible for such achievements. Yet we are aware that much more still remains to be accomplished. Our performance so far will fortify the determination to match our achievements with our urges and aspirations. But our objective is clear. Our approach is positive. We aim at increasing excellence in the attainment of the dynamic programme which seeks to serve as the agency of socio-economic transformation of society. There is, therefore, no cause for doubt or despair. When we launched this programme, we had nothing to guide us save our idealism and our will to build an abundant life for the people. Now we are all better equipped for the task ahead. We have to build on the gains already secured and to carry forward the process that has been initiated. There is a new awakening in the countryside. The stagnation that arrested growth, social and economic is fast disappearing, giving place to a quest for new ways of progress and desire for a rising standard

of life. The energy that has been released, the enthusiasm that has been aroused, ought to be harnessed by the various agencies of community development for serving larger ends of community life in the villages.

14. The meeting of minds as is possible in a conference of this type carries the promise of wider horizons and greater determination to fulfil the tasks ahead. I am convinced that given the sincerity of purpose, clarity of vision and faith in the rightness of the cause, which, Gentlemen, you possess in no small measure, it will be your privilege to fulfil the rising expectations of our people for a fuller life and a secure future.

15. I am grateful to Shri Dey and his Ministry for having chosen Mount Abu for the venue of this conference. In his own way, he has already told you how his choice fell upon Abu. Your deliberations have been useful. We can only hope that your stay here has been equally pleasant and comfortable. For any shortcomings in the matter, we again crave your indulgence.

JAI HIND

## NOTES

### I. PROGRAMME

#### (1) Agriculture

*Increased production as a people's programme*:

(a) At the Sixth Development Commissioners' Conference it was decided that the agricultural production should be increased by 50 per cent in areas which are irrigated or receive assured rainfall, and by 30 per cent in the remaining areas during the period of 3 years. For this purpose, targets of additional production based on the "Minimum Programme in Agriculture" were to be framed for every village in each C.D. and N.E.S. Block and such plans were to take into consideration the funds and supplies available from different sources.

(b) Experience has shown that whatever efforts have been made in this behalf so far, have remained much below the expectation. The programme for increasing the agricultural production suffered from two serious drawback. Firstly, the Extension Agency could not enthuse the farmers to create in themselves a desire to improve the standard of living, do more, better and faster, and more economically. It was envisaged that a movement would be developed for taking a big leap forward for wiping out the food deficit of the country; and the farmers therein would themselves provide the lead and motive force.

(c) Secondly, the required essential supplies like improved seeds, fertilizers, implements, plant protection requisites, and agricultural credit could not keep pace with their demand. In many cases these were far too inadequate, and at times reached so late that these could not be utilised. This caused frustration and discontent. While an endeavour should be made to improve the supply line, credit facilities and agricultural services for the farmers, the movement should concentrate largely on those items of work which can be accomplished by self-help and local resources. The very exercise of this self-help will give them confidence resulting in real growth and development of the community. It will further accelerate a chain-reaction which would carry the movement forward.

(d) Is the diagnosis of the malady correct?

(i) *Role of self-help and self-financing schemes*:

Often the supplies of improved seeds and fertilizers run out, and the village agricultural plans which entirely depend on outside supplies get bogged down. If plans are based on resources which are available or can be mobilised locally, there is practically little chance of frustration or discontent. For example, in Madras, each village has a seed multiplication association, which is supplied with nucleus seeds of paddy

at the rate of 1 lb. per acre by the Agricultural Department. The association gets the seed multiplied and distributed to the farmers in the villages. Thus the extension agency is relieved of the task of collection, purchase and distribution of seeds. Every year a village is to be supplied only with a few lbs. of nucleus seed which can easily be delivered by the village level worker without involving himself too much in the deal. Similarly, green manuring, compost-making, bunding and terracing of fields, reclamation of land, better tillage and better culture are some of self-help items which can be taken up by the village without any physical assistance from the outside, provided the villages are given necessary technical 'know-how' by the Extension Agency. Schemes like digging of wells, use of Rahats, and pumping sets for lifting water, can be self-financing and money invested in them easily recouped from the increased income. Such schemes can be multiplied over and over again provided the loans advanced are promptly recovered and issued to the new applicants. This task can also be entrusted to the farmers themselves and to the village institutions like cooperatives and panchayats. Should the programme or the movement be limited to self-help and self-financing scheme?

(ii) *Role of people's agencies*:

(1) In this movement for increasing production, the people's agencies should play an active role rather than passively assisting Governmental agency whenever requested to do so. To ensure an ardent interest in the movement, it will be necessary to entrust the following items of work to the people's institutions:—

(a) management of grants and equipment meant for demonstration,

(b) selection of farm leaders for their training to help in agricultural extension work, and

(c) planning, execution and supervision of the production programme.

(2) The campaign for increased production will be conducted by the people's agencies *viz*., Panchayats, Cooperatives and Gram Sahayaks. It might be necessary even to organise a village production council or committee on which the Panchayat, the Cooperative Society and the Gram Sahayaks would be represented.

(iii) *Altered Role of Administration*:

What should be the role of the Extension Agency and the Agricultural Department in context of the movement contemplated? The main function of the Agricultural Department and the Extension Agency would be to educate the Gram Sahayaks and farmers in the improved methods of cultivation and to encourage and train the people's agencies to organise and evaluate the campaigns for increased production. If work could be organised on the basis of self-help and self-financing schemes, much of the energy of the Extension Agency that is now spent in accounting, indenting, securing supplies and distributing them will be

saved, and could be utilised for real agricultural extension work. The Extension Agency will then be the real guide and friend of the farmer. The powers to deny things to individuals would have been given up and instead power to do good would have been assumed. In this people's movement the role of the extension agency would be that of participation and in no case that of assumption of leadership or domination. The village leval worker would be the sapper and miner for this new movement. He will educate the people to stand on their own legs rather than look for assistance elsewhere.

*Incentives for the movement.*—(1) What should be the incentives for this movement?

(2) Admittedly, the advance announcement of fixed prices can inspire individual farmers to produce more, but even this has been absent except in the case of sugarcane.

(3) In the past, titles of Krishi Pandits and substantial prizes have been awarded to individuals who have secured outstanding yields. While these crop competitions have been useful in enthusing individuals to make an effort on a limited area, there have been no incentives to recognise the services of those who induce other farmers to produce bumper crops. It should, therefore, not be a surprise that the production drive has not assumed the shape of a campaign or a movement. If we have to take a big leap forward in the matter of food production, the drive must take the shape of a movement involving millions of producers. Those who contribute substantially for building up and fostering such a movement should receive appropriate social recognition. Since independence, none, either official or non-official, has received any official recognition for his or her direct effort to induce others to produce better yields. If food production is the national urgency, the nation must recognise the outstanding efforts made in this direction. To make up this lacuna the following suggestions are made :—

(a) Individual officials or non-officials who have been conspicuously successful in organising and fostering the movement for increased production may be awarded titles. The aim should be to award every year at least one title in each district, provided suitable nominations are available.

(b) To an individual who has been conspicuously successful in organising and fostering this movement in the block, a certificate engraved on a silver plate be awarded. To an individual who has been outstandingly successful in organizing and fostering this movement in the village level worker's circle, a certificate engraved on a copper plate be awarded. The three next most successful organizers in the village level worker's circle may be awarded certificates printed in gold, silver and copper lettering.

(c) To the panchayat, that has increased the production, to the maximum extent in the block, a silver plate and a grant-in-aid prize of about Rs. 500 be awarded. A similar prize should

also be available for the cooperative society in the Block. The second best panchayat and the cooperative society in the Block would be awarded a copper plate and the next three panchayats and cooperatives would be awarded certificates printed in gold, silver and copper.

(d) Any individual or institution which wins the award for three consecutive years may be awarded a 'Kirti Stumb'—a pillar in silver, copper, bronze or stainless steel. This 'Kirti Stumb' may be modelled after the Ashoka pillar.

(iv) *Item of work for people's agencies*:

The following are the different types of self-help and self-financing schemes which can be undertaken by the people's agencies *viz.* Gram Sahayaks, Youth Clubs, Panchayats, Cooperatives and the Production Councils:—

(a) Multiplication of nucleus seed through successive stage and its systematic distribution so that ultimately improved seeds are used by every farmer in the village. This involves the maintenance of purity of seed based on recurring supplies of nucleus seeds, careful roguing, threshing etc.

(b) Production and multiplication of green manure seeds and its utilisation for green manuring every acre of land to which it can be applied without sacrificing a crop.

(c) Production of adequate quantity of compost by organising seasonal campaigns for composting of all available organic matter in the fields which are not annually benefited by green manuring. The quantity of organic matter, put into the compost-pits, should be adequate to produce 50 maunds of compost per acre. Plants should be planted on the borders and on hedges to provide adequate green matter.

(d) A campaign for bunding and terracing to be launched on the lines of Shramdan, so that all the fields in a village are covered say with two years.

(e) Campaigns for repairs of minor irrigation works, flood protection and drainage works on the lines of Shramdan. Full utilisation of irrigation water by constructing water courses and making arrangements for the distribution of water by turn.

(f) Protection of crops against damages by cattle, insect-pests and diseases.

(g) Afforestation of waste lands, planting of trees on field bunds and proper management of the village pastures.

(h) Campaigns for the "Big Leap Forward" in the yields of crops by doing more, better, faster and more economically.

(i) Enlargement of membership of cooperative societies and prompt payment of loans for increasing their net assets year after year.

(v) *Provision of facilities with regard to supply and finance*:

(a) Every village to have a cooperative society to provide credit and to assist in marketing.

(b) Every cooperative society to have a small godown where improved seeds, fertilizers, and plant protection materials are available for sale; and sprayers, dusters and agricultural implements for hire.

*Points for discussion*:

1. What are the reasons for our failure to create a movement for increased agricultural production?

2. Should the programme of work for the movement be limited to self-help and self-financing schemes?

3. (a) What should be the rōle of people's agencies in this movement for increasing production?

(b) What items of work should be undertaken by the people's agencies *viz.*, Gram Sahayaks, Youth Clubs, Panchayats, Cooperatives etc.?

(c) What facilities should be provided with regard to supply and finance?

4. What should be the role of the Extension Agency and the Agricultural Department in context of this movement?

5. What incentives need be provided for the movement?

*Important recommendations of the COPP Team relating to Agriculture to be brought up before Sub-Committee No. 1 meeting on 20th May afternoon*

"(1) Agricultural Extension Officer and Gram Sevak in cooperation with Panchayats and Cooperatives should guard against failure of supply line.

(2) Minimum reserved stock will have to be prescribed in maintaining supply line at different distributing points.

(3) The loss, if any, due to non-distribution of new and perishable supplies should be re-imbursed to cooperative or panchayat seed stores from N.E.S. budget.

(4) Supply of irrigation water should be made at concessional rates for green-manure crops.

(5) The pay-scale for veterinary and agricultural graduates should be more attractive so as to attract the boys of more than average calibre to take to these subjects.

(6) The State Government should examine both types of soil conservation schemes, *viz.*, (i) Bombay type departmental agency and (ii) U.P. type work on self-help basis. A judicious combination of good points of both types may produce better results.

(7) Village Panchayats should be encouraged to undertake concerted drives for growing fuel and timber trees.

(8) Association of progressive farmers conforming to certain prescribed standards of agriculture should be encouraged, where necessary with the financial aid for carrying out the experiments themselves and spreading their results to others."

*Minimum programme in the field of Agriculture for pre-extension phase of the blocks*

(1) Complete survey of agricultural conditions existing in each village of the block within a period of six months from its start.

(2) Location, identification and training of at least two progressive farmers in each village to be further used as farm leaders.

(3) Preparation of village agricultural plan with the help of the progressive farmers and in consultation with the farmers concerned in at least four villages under the charge of each V.L.W.

(4) Introduction of improved seeds for which improved varieties are available.

(5) Demonstrations to conserve all available waste material *viz.*, cattle dung, human and cattle urine, vegetable refuse for compost making.

(6) Introduction of green-manuring and fertilizers.

(7) Arranging occular demonstrations, at least three per village level worker, for at least one important crop in Kharif season and one in Rabi season. Similarly, three manurial demonstrations for each village level worker on one important Kharif crop and one Rabi crop should be arranged. In addition, to popularize green-manuring, the art of production of green-manure seeds should be demonstrated along with growing and ploughing in G.M. Crops. Besides this, one composite demonstration per village including improved seeds, fertilizers and improved tillage operations should also be arranged.

(8) Selection of suitable land for the establishment of seed multiplication farm, and horticultural-*cum*-arboricultural nursery in the block, and to assist the Agricultural Department in starting the same.

(9) Initiation of Youth Clubs to take up growing of vegetables, fruits, flowers, and rearing of poultry, goats and sheep.

(10) Creating a climate for people's participation in the agricultural programme *viz.* construction of field channels, tree plantation, soil conservation (wherever necessary Act has been passed and organisation available), plant protection etc.

## Main Recommendations and Conclusions

*Increased production as a people's programme*

Although it is too early to judge the impact of the results of Agricultural extension through the community development programme, the need for creating a mass consciousness for increasing production was recognised. It was further emphasised that action along the following lines is called for to promote a mass awakening:—

(i) The number of items in the block programme, as a whole, and the items in the field of Agriculture need to be reduced so that a concentrated effort can be made for tackling the basic issues.

(ii) The Agricultural Extension Officers need to be given both the extension and the job training by being made to work under senior and experienced Agricultural Extension Officers and progressive farmers.

(iii) Village institutions like Gram Panchayats and cooperative societies should be utilised to plan, organise and evaluate campaigns for increased production in the villages. The trained Gram Sahayaks and Youth Clubs and other agencies in the villages may act as agents of the panchayats in this matter. The panchayats should initially be contacted by the Agricultural Extension Officer and, if possible, by the District Agricultural Officer and they should thereafter pass resolutions concerning the agricultural plan and take the Gram Sabhas into confidence. The agricultural plans prepared by the panchayats should largely deal with items which can be utilised for mass approach, and too much reliance should not be placed on the flow of extraneous supplies but on self-help and self-reliance so that every farming family in the village, regardless of its economic status, can participate in the campaign, which would concentrate on a few specific and fundamental items of wide application and capable of creating mass enthusiasm.

The important matters which lend themselves to mass approach essentially through self-help are:—

(i) Multiplication of improved seeds in each village and their distribution within the village by exchange or otherwise. The same principle of self-help should apply to seeds of new crops and green manures introduced in the village.

(ii) The conservation of soil and soil moisture by bunding, in areas of low rainfall, suitable practices which could be recommended to farmers are often not available. In such areas a mass campaign for bunding will provide the necessary extension programme. In some of the paddy areas campaigns for raising the levels of field bunds, and repairing them can also be undertaken with profit.

(iii) The production of manure required for each field within its own borders, without affecting the normal cropping pattern, should be organised as a mass campaign to improve the soil fertility. In this connection it is necessary to explain to the extension staff and the farmers the basic issues that are involved in this item which forms the core of the agricultural programme.

(iv) Adoption of better agronomic practices like proper spacing, weeding, timely attention to various operations, and simple treatment of seed borne diseases.

(v) Adoption of better cropping patterns including double and triple cropping in irrigated areas introduction and extension of cash crops like Ground-nut, Castor, Sugarcane, Cotton, Jute, Cashewnut, Arecanut, Coconut and Pepper.

(vi) Construction and maintenance of field channels.

(vii) Drainage or flood protection measures.

2. A time-table may be prepared for each village level worker's circle for organising the drive through Gram Panchayats, at least eight to ten weeks before the on-set of the cropping seasons *viz.*, Kharif, Rabi and Zaid Rabi.

(i) A date is to be fixed by which every Panchayat is to be contacted for preparing plans for the mass campaign for the season. The panchayats will contact each family and prepare a list of supplies and aids required in connection with the campaign. The date by which the supplies and aids should reach the village may also be fixed by the Gram Panchayat. Another date may be fixed by which each Panchayat is to hold a meeting of the Gaon Sabha and pass resolutions in connection with the campaign. A copy of the resolutions should be sent to the block headquarters by a prescribed date.

(ii) A list of Gram Sahayaks and other village agencies which are to assist in the campaign should be prepared and specific duties allotted to each person and organisation in connection with the campaign. This should be finalised at the meeting of the Gram Sabha. If the programme involves training of Gram Sahayaks and other farmers, this should be taken up in good time.

(iii) Such village plans will be coordinated in the *Seasons's* Block Development Committee meeting in which the responsibilities of the administration and Panchayats will be specifically fixed. This meeting should be held four to six weeks before sowing time. A review of the results of the campaign for agricultural production should be made by the panchayats and placed before the Gram Sabhas at the conclusion of each season. The results of the review may be communicated to the block authorities.

(iv) Good extension work done by officials, non-officials and village institutions like panchayats, cooperatives etc., may be recognised by giving suitable awards, prizes or promotion.

A programme for increasing productivity from land should develop in planned phases. In the first phase the programme will be based on local resources and the problems which require solution by research will be identified. Every year there should be a review of what can be extended in each block, and programmes strengthened as more supplies and extension ideas become available.

3. The following decisions were taken on the recommendations of the COPP Team relating to agriculture:—

(i) it should be the duty of the concerned departments to guard against the failure of supply in respect of nucleus and essential materials;

(ii) a minimum stock of such materials should be prescribed and maintained at the different distributing points;

(iii) re-imbursement from N.E.S. budgets of loss to cooperatives and seed stores is not desirable in the absence of adequate staff to check such losses;

(iv) the supply of irrigation water may be made at concessional rates for green manure crops wherever possible;

(v) suitable pay scales for veterinary and agricultural graduates may be fixed so as to attract boys of more than average calibre to take up such courses of study:

(vi) the Bombay and Uttar Pradesh soil conservation schemes should be studied for adoption with suitable local modifications;

(vii) the village panchayats should be encouraged to undertake concerted drives for growing fuel and timber trees wherever possible;

(viii) the Gram Panchayat should be made use of for promoting agricultural production in the villages and agencies like associations of progressive farmers should work in close liaison with the Gram Panchayats, and for this purpose the Panchayats should provide the necessary facilities and aids.

4. The following minimum programme in the field of Agriculture for the pre-extension phase of the blocks was agreed to :—

(1) Complete survey of agricultural conditions existing in each village of the block within a period of six months from its start.

(2) Location, identification and training of at least two progressive farmers in each village to be used as farm leaders.

(3) Preparation of village agricultural plan with the help of the progressive farmers and in consultation with the farmers concerned in at least two villages under the charge of each VLW.

(4) Introduction of improved seeds for which improved varieties are available.

(5) Demonstrations to conserve all available waste material *viz.*, cattle dung, human and cattle urine, vegetable refuse for compost making.

(6) Introduction of green-manuring and fertilizers.

(7) Arranging ocular demonstrations, at least three per village level worker, for at least one important crop in Kharif season and one in Rabi season. Similarly, three manurial demonstrations for each village level worker on one important Kharif crop and one Rabi crop should be arranged. In addition to popularise green-manuring, the art of production of green-manure seeds should be demonstrated along with growing and ploughing in green-manure crops. Besides this, one composite demonstration per village including improved seeds, fertilizers and improved tillage operations should also be arranged.

(8) Selection of suitable land for the establishment of said multiplication farm, and horticultural-*cum*-arboricultural nursery in the block, and to assist the Agricultural Department in starting the same.

(9) Initiation of Youth Clubs to take up growing of vegetables. fruits, flowers, and rearing of poultry, goats and sheep.

(10) Creating a climate for people's participation in the agricultural programme *viz.*, construction of field channels, tree plantation, soil conservation, plant protection etc.

## (2) **Animal Husbandry**

### *Administration*

(i) *Organisational set-up essential at various levels:*

The organisational set-up at different levels in respect of Animal Husbandry varies from State to State. In the three Annexures appended to this note the available information on the subject has been summarised. Annexure 'A' deals with the departmental set-up for planning, extension and administration at the State level and Annexure 'B' indicates the various subject-matter specialists also existing at the State level. In Annexure 'G' the existing organisation at different levels *viz.*, Region (zone or division). District, Sub-Division and Block is tabulated.

It can be seen from the annexures that the staffing pattern at various levels is not uniform in all the States. In certain States, the existing set-up is not conducive to the achievements of over-all targets stipulated under the Animal Husbandry programme. This question was also examined recently by the representatives of the Ministries of Agriculture and Community Development, and the following organisational set-up in the States at various levels was considered essential in order that Animal Husbandry may develop side by side with Agriculture towards the goal of a balanced rural economy.

I. *Organisation at State Level.*—The Headquarters organisation at the State level is dealt with below:—

(A) Planning, extension, and administration, and

(B) Subject-matter specialists.

(A) *Staff at Headquarters—Planning, Extension and Administration*:

1. Director.

2. Joint Director (Planning and Extension including CD/NES Blocks).

3. Deputy Director (Planning—Livestock—Livestock farms, livestock development schemes other than Key Village Scheme).

4. Deputy Director (Planning—Disease Control)—Veterinary Institutions, ambulatory clinics, control of epidemics).

5. Deputy Director (Key Village Scheme)—Artificial insemination Centres, Feeds and Fodder Development.

(B) *Staff at Headquarters—Subject-matter specialists*:

At the State level subject-matter specialists are essential in the following subjects, and the incumbants should have necessary qualifications, experience besides proper status.

1. Research: Joint Director—Livestock Research Station (if such a set-up exists).

2. Education: Principal Veterinary College (wherever the Veterinary College is under the Animal Husbandry Department—where there is no separate organisation for research like the Livestock Research Station, the Principal should also be in charge of all research programmes).

3. Production of Biological products.

4. Poultry development.

5. Sheep, goats and piggery development.

6. Disease Investigation (General, including cattle).

7. Disease Investigation (sheep and goats).

8. Disease Investigation (Poultry).

9. Gaushala development.

10. Dairy development (where dairying is under the Animal Husbandry Department).

11. Fisheries development (where fishery is under Animal Husbandry Department).

II. *Organisation at the Regional (Divisional or Zonal) levels*:

1. Deputy Director.

2. Assistant Director (Livestock).

3. Assistant Director (Veterinary).

4. Assistant Dairy Development Officer (where dairy development is the responsibility of the Animal Husbandry Department).

5. Assistant Fisheries Development Officer (where fisheries is under Animal Husbandry Department).

III. *Organisation at District level*:

1. District Animal Husbandry Officer.

2. Dairy Inspector (only in those Districts where there is scope for dairy development and where dairy development is under the Animal Husbandry Department).

3. Fisheries Inspector (where fisheries is with the Animal Husbandry Department).

IV. *Organisation at the Block level*:

1. Two Veterinary Graduates: (one stationary in charge of Veterinary hospital or dispensary, and Artificial Insemination Centre and the other for extension workin the blocks).

2. Three stockmen or Livestock Inspectors (one for the Block Veterinary dispensary and Artificial Insemination Centre and one for each of the two peripatetic dispensaries or stockmen centres).

In the light of the data furnished, the following recommendations are for the consideration of the Conference:

1. There should be a Joint Director at State level in charge of Planning and Extension, where such a post does not exist already. This Officer should also coordinate the Animal Husbandry programme in CD/NES Blocks.

2. A unit for the production of essential veterinary biological products should form a part of the organisational set up of the Animal Husbandry Department in Kerala State, as no such agency exists in this State, at present.

3. The posts of subject-matter specialists in the various fields suggested in the note should be created in those States where they do not exist at present.

4. Similarly the other posts suggested at various levels should be filled up as and when qualified men become available. Where the posts do not exist, they should be provided for as early as possible and suitably qualified technical men posted as soon as they are available, with a view to providing an efficient organisational set-up in the Departments of Animal Husbandry throughout the country.

## Annexure "A" to Agenda Item 1(2)

*Organisation of Animal Husbandry Departments in India (At State Level)*

| Sl. No. | Name of the State | Director Animal Husbandry | Director Livestock Research Station | Joint Director (Planning & Extension) | Deputy Director Animal Husbandry Extension Livestock | Deputy Director Veterinary (Disease Control) | Animal Husbandry officer | Assistant Director (Disease control) | Supdt. (Veterinary) | REMARKS |
|---|---|---|---|---|---|---|---|---|---|---|
| 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 | 9 | 10 | 11 |
| 1 | Andhra Pradesh | Exists* | .. | Dy. Director (Development) Exists. | Exists | Exists | .. | .. | .. | *At present occupied by an I. A. S. Officer. |
| 2 | Assam | Exists | .. | .. | Exists | Exists(HQ) | .. | .. | .. | |
| 3 | Bihar | Exists | Exists | Exists | .. | .. | .. | .. | .. | |
| 4 | Bombay | Exists | .. | .. | Exists | Exists | .. | .. | .. | |
| 5 | J. & K. | Exists | .. | .. | .. | .. | .. | .. | .. | |
| 6 | Kerala | Exists | .. | .. | .. | .. | .. | .. | .. | |
| 7 | Madhya Pradesh | Exists | †Exists | Exists | Exists | .. | .. | .. | .. | †The Principal of the Veterinary College at Mhow is also the Joint Director of Research for the State. |
| 8 | Madras | Exists | .. | .. | Exists | Exists | .. | .. | .. | |

| 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 | 9 | 10 | 11 |
|---|---|---|---|---|---|---|---|---|---|---|
| 9 | Mysore . . . . . | Exists | .. | .. | Exists | .. | .. | Exists | .. | |
| 10 | Orissa . . . . . | Exists | .. | .. | Exists | Exists | .. | .. | .. | |
| 11 | Punjab . . . . . . | Exists | .. | .. | Exists | Exists | .. | .. | .. | |
| 12 | Rajasthan . . . . | Exists | .. | .. | Exists | Exists | .. | .. | .. | |
| 13 | U. P. . . . . . . | Exists | .. | Exists | Exists | .. | .. | Exists | .. | |
| 14 | West Bengal— | | | | | | | | | |
| | (a) Directorate of Agr. (Livestock) | .. | .. | .. | .. | .. | Exists | Exists | .. | |
| | (b) Directorate of Vety. Science | Exists | .. | Exists | .. | .. | .. | .. | Exists | |
| 15 | Delhi . . . . . . | .. | .. | .. | .. | .. | .. | *Exists | .. | *He is also incharge of Livestock development. |
| 16 | Himachal Pradesh . . | .. | .. | .. | .. | .. | Exists | .. | .. | |
| 17 | Manipur . . . . . | (†) | .. | .. | .. | .. | .. | .. | .. | (†) Director of Agriculture is also incharge of Animal Husbandry and Veterinary Departments. |
| 18 | Pondicherry . . . . . | .. | .. | .. | .. | .. | .. | .. | Exists | |
| 19 | Tripura . . . . . | .. | .. | .. | .. | .. | ‡Exists | .. | .. | ‡Under the control of Agricultural officer. |

## Annexure "B" Agenda Item 1(2)

*Organisation of Animal Husbandry Departments (Subject Matter Specialists)*

| Sl. No. | Name of the State | Director (Livestock) Research Station | Deputy Director Incharge of Biological Products | Deputy Director Key Village scheme (post subsidised by G.O.I.) | Fisheries Development Officer | Gaushala Development Officer (post subsidised by G.O.I.) | Poultry Development Officer | Sheep Development Officer | Disease Control Officer (Poultry Disease) | Disease Control Officer (Sheep Disease) | General Disease Investigation Officer (Veterinary) | REMARKS |
|---|---|---|---|---|---|---|---|---|---|---|---|---|
| 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 | 9 | 10 | 11 | 12 | 13 |
| 1 | Andhra Pradesh | .. | Exists | Exists | Exists | .. | Exists | .. | Exists | Exists | Exists | |
| 2 | Assam | .. | Exists | Exists | .. | .. | .. | .. | .. | .. | Exists | |
| 3 | Bihar | Exists | Exists | Exists | .. | .. | Exists | .. | .. | .. | .. | |
| 4 | Bombay | .. | Exists | .. | .. | Exists | Exists | Exists | Exists | .. | Exists | |
| 5 | J. & K. | .. | .. | .. | .. | .. | Exists | Exists | .. | .. | .. | |
| 6 | Kerala | .. | .. | Proposed | .. | .. | Exists | .. | .. | .. | Exists | |
| 7 | Madhya Pradesh | .. | Exists | .. | Exists | .. | Exists | Exists | .. | .. | .. | |
| 8 | Madras | .. | Exists | Exists | .. | .. | Exists | Exists | Exists | .. | Exists | |

| 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 | 9 | 10 | 11 | 12 | 13 |
|---|---|---|---|---|---|---|---|---|---|---|---|---|
| 9 | Mysore . . | .. | Exists | Sanctioned but not yet posted | .. | .. | Exists | .. | Exists | Exists | Exists | |
| 10 | Orissa . . . | .. | Exists | Exists | .. | Exists | Exists | .. | .. | .. | Exists | |
| 11 | Punjab . . | .. | Exists | Exists | Exists | .. | Exists | Exists | Exists | Exists | Exists | |
| 12 | Rajasthan . . | .. | Exists | Exists | Exists | Exists | Exists | *Exists | Exists | Exists | .. | *Dy. Director (Sheep & Wool). |
| 13 | West Bengal . | .. | Exists | .. | .. | .. | Exists | .. | .. | .. | Exists | |
| 14 | U. P. . . . | .. | Exists | Exists | Exists | Exists | Exists | Exists | Exists | Exists | Exists | |
| 15 | Delhi . . . | .. | .. | .. | .. | .. | Exists | .. | .. | .. | .. | |
| 16 | Himachal Pradesh | .. | .. | .. | .. | .. | Exists | Exists | .. | .. | .. | |
| 17 | Manipur . . | .. | .. | .. | .. | .. | .. | .. | .. | .. | .. | |
| 18 | Pondicherry . . | .. | .. | .. | .. | .. | .. | .. | .. | .. | .. | |
| 19 | Tripura . . | .. | .. | .. | .. | .. | .. | .. | .. | .. | .. | |

## Annexure "C" to Agenda Item 1 (2)

*Organisation of Animal husbandry Departments (iii) at the Regional, District, Sub-Division Level and Block Level*

| Sl. No. | Name of the State | Organisation at Regional level | Organisation at District level | Organisation at Sub-division level | Organisation at Block level | REMARKS |
|---|---|---|---|---|---|---|
| 1 | 2 | 3 | 4 | 5 | 6 | 7 |
| 1 | Andhra Pradesh . . | None. Proposals are under consideration of Government. | District Officer is in position in each district and is in overall charge of Animal Husbandry programme in the] District. | Nil | There is provision for an extension officer in each block, but a large number of blocks are without extension officers on account of dearth of qualified personnel (i). | (i) The exact number of vacancies of block level extension officers is not known and is being ascertained. They are being filled up as qualified graduates become available. |
| 2 | Assam . . . . | Zonal Dy. Directors are being appointed. | (a) District Veterinary officer (Gazetted) in charge of disease control work and veterinary institutions in the District (ii) (b) Livestock Inspectors (Non Gazetted) in charge of livestock development (ii). | Nil | The recommended staffing pattern exists only in some blocks. Action is being taken to post them in the vacant blocks, as and when qualified men become available. | (ii) Coordination between (a) and (b) is lacking as they are responsible for different Deputy Directors at Headquarters. Both the responsibilities should rest with one officer at District level. |
| 3 | Bihar . . . . | Deputy Directors and Assistant Directors | District Officer is in position in each District. | There are 11 Sub - divisional A.H. Officers against 58 sub - divisions in the State. | The recommended staffing pattern exists in 190 of the 212 NES & CD blocks. The nearest V. A.Ss. is placed is additional charge of the remaining 22 blocks. | (iii) Their number is being ascertained. The vacancies are being filled up as qualified men become available. |

| 1 | 2 | 3 | 4 | 5 | 6 | 7 |
|---|---|---|---|---|---|---|
| 4 | Bombay . . . . | 6 Regional Deputy Directors. | One District A.H. Officer for each District has been recently sanctioned and is being posted. | Nil | The recommended staffing pattern does not exist. The Veterinary Officer is in charge of the Veterinary Dispensaries existing in each of the CD & NES Blocks also looks after the extension work in the blocks and this is considered quite adequate (iv). | (iv) While this arrangement may be considered generally adequate especially in view of the presence of 4 stockmen in CD blocks and 2 stockmen in NES blocks, it is desirable to post an additional V.I. at least in those blocks where A. I. centres are established. |
| 5 | Jammu and Kashmir . | 2 Divisional Dy. Directors exist. | There are no District Officers at District level but Inspecting Officers exists at each tehsil level. | Nil | The recommended staffing pattern exists in all the blocks. | |
| 6 | Kerala . . . . | Nil | District Officer is in position in each District. | Nil | The recommended pattern exists except in 44 blocks. Action is being taken to fill up the vacancies when qualified men become available (v). | (v) Work of blocks where no extension officer is posted at present is being looked after by either the Veterinary Officer incharge of the dispensary in the taluk or by the Extension Officer of the neighbouring block. |
| 7 | Madhya Pradesh . . | Regional Deputy Directors exist. | District Officer is in position in each District. | Nil | The recommended pattern does not exist in 90 blocks on account of the shortage of qualified men. Of these vacan- | Work of blocks where no extension officer is posted at present is being looked after by either the Veterinary Officer |

| | | | | | | |
|---|---|---|---|---|---|---|
| | | | | | cies nearly 50 are filled up temporarily by stock men. | in charge of the dispensary in the taluk or by the extension officer of the neighbouring block. |
| 8 | Madras . . . . | Nil | District Officer exists in each district. | Nil | Less qualified livestock inspectors are in charge of A.H. programme in each CD/NES Block. The extension officers having been withdrawn temporarily and posted in charge of Veterinary dispensaries in the block and talukas. The livestock inspectors are under the technical control of the veterinary officers in charge of the dispensaries and hospitals (vi). | (vi) This is only a temporary arrangement and as soon as qualified men become available, the livestock inspectors are proposed to be replaced. |
| 9 | Mysore . . . . | Nil | District Officer exists in each district and is designated as Assistant Director (Animal Husbandry). | Nil | In old Mysore area there is a good net work of veterinary institutions covering practically all the blocks. Here the veterinary officers in charge of these institutions are also attending to the extension work in the blocks. In the rest of the area (newly merged) extension officer Animal Husbandry is in position in most of the blocks and the vacancies are being filled up as and when qualified men become available. | |

| 1 | 2 | 3 | 4 | 5 | 6 | 7 |
|---|---|---|---|---|---|---|
| 10 | Orissa . . . . | Nil | Animal Husbandry and Veterinary - District Officer is in position in each district. A post of one Animal and Veterinary Inspector has also been sanctioned for assisting each district officer and so far 3 have been posted. | Nil | The recommended staffing pattern exists in 110 of the 129 blocks. The remaining 19 blocks will also be staffed accordingly as and when qualified men become available. | |
| 11 | Punjab . . . . | Divisional Dy. Directors exist. | District Officer is in position in each district. | Nil | The recommended staffing pattern exists in all the blocks and action is being taken to fill up the vacancies as and when qualified men become available. | No information is received from the State so far despite several reminders. |
| 12 | Rajasthan . . . | 3 Regional Dy. Directors. | District Officer is in position in each of the 24 districts out of the 26 districts of the State. Action is being taken to provide the other two districts with similar organisation. | Nil | Extension Officers are not posted to 62 out of 75 blocks in the State in view of the shortage of technical personnel. The posts have, however, been temporarily filled up by the trained men in short term emergency course. | |
| 13 | Uttar Pradesh . . | 6 Divisional Deputy Directors. | District Livestock Officer is in position in each district. | Nil | Qualified veterinary graduates are not generally in position in the blocks as extension officers because of the shortage of men and the disparity in the pay scales | |

| | | | | | |
|---|---|---|---|---|---|
| | | | | | between the Department and the development department budget. The departmental scale is Rs. 200-15-350 while the sanctioned scale of extension officers is Rs. 120-250 only. For the present therefore, one stockman is posted to each NES Block from the developmental budget and the V.A.S. in charge of nearest veterinary dispensary looks after the extension work in the CD or I.D. Blocks one V.A.S. is posted. It is necessary that the pay scale of extension officers under development budget is raised to 200-350 to be in par with the departmental scales so that fully qualified men may be posted as extension officers. |
| 14 | West Bengal . . . . | (a) Superintendents of Livestock in the 3 ranges to assist the Dy. Director of Agriculture in the range in livestock extension work. | (a) 1 District Livestock Officer is in position in each district in charge of livestock development work in the Distt. on behalf of the Agricultural Dte.<br>(b) There are 16 Distt. Veterinary Officers for 14 districts. Each of | (a) There is an Asstt. Livestock Officer at the sub-division level on behalf of the Agricultural Dte. and none on behalf of the Veterinary Dte. | (a) For the livestock development work no separate officer exists at the Block level. The work is being attended to by the Agricultural Extension Officer.<br>(b) Each block has provision for one Veterinary Assistant Surgeon who |

| 1 | 2 | 3 | 4 | 5 | 6 | 7 |
|---|---|---|---|---|---|---|
| | | (b) 6 regional Supdts. of livestock for disease control work only on behalf of the Veterinary Dte. | Midnapore and 24 Parganas. District has 2 District Officers while the others have one each for disease control work in the District. | | is working as Extension Officer for disease control in the block. | |
| 15 | Delhi . . . . | .. | This being a small State the Asstt. Director of Animal Husbandry at Headquarters looks after the entire A. H. programme in the District. | Nil | Each block has one or more Veterinary dispensaries in charge of qualified V. A. S. This Officer also looks after the extension work in the block and the arrangement is satisfactory. | |
| 16 | Himachal Pradesh . | .. | There is an Asstt. A.H. Officer in each district who looks after the A. H. programme in the district. | Nil | The recommended staffing pattern exists only in 7 of the 22 blocks on account of the shortage of technically qualified men. State sponsored candidates are under training in Veterinary Colleges and the posi- | The State should arrange to train at least some stockmen and post them in the blocks as a stop gap arrangements. |

| | | | | |
|---|---|---|---|---|
| | | | tion will be easened when they become available. | |
| 17 Manipur . . . . .. | This being a small State the Officer in charge of A. H. activities at the headquarters looks after the work of the whole State. | Nil | Staffing pattern exist only in one of the blocks and the incumbent is also not fully qualified for the post. | Field assistants have been posted in the blocks in charge of first aid centres. Even they are not properly trained for the work. |
| 18 Pondicherry . . . . .. | This being a small State the Officer in charge of A. H. activities at the H. Qrs. looks after the work of the whole State. | Nil | Recommended pattern exists in one block. In the other the V.A.S. in charge of the Veterinary hospital also looks after the extension work in the block. | |
| 19 Tripura . . . . .. | This being a small State the Officer in charge of A. H. activities at the H. Qrs. looks after the work of the whole State. | Nil | The recommended pattern does not exist in most of the blocks in view of the shortage of technical personnel. State sponsored students now under training in Veterinary Colleges will be posted in the vacancies as and when they become available. | In the meanwhile the State would do well to recruit at least some stockmen and post them the blocks. |

(ii) *Steps necessary to ensure adequate supplies and proper maintenance of breeding bulls.*

While it is generally recognised that good stud bulls are the most essential need of any cattle development programme, in India we have only one approved bull against 250 bulls required for providing natural services to the cows and buffaloes of breeding age. Figures collected from as many as 912 blocks, including CD and NES blocks throughout the country, *vide* annexure 'D' reveal the position in the States in regard to the population of breeding fit cows and buffaloes, number of bulls required for providing natural services to them, the number of breeding centres and A.I. centres established and the number of breeding bulls distributed in these blocks.

Various recommendations have been made on this subject by the different committees and seminars from time to time. The more recent ones are those formulated by the National Subject Matter Seminar (Srinagar) and the regional seminar of Key Village Officers (Coimbatore). These are reproduced in Annexures 'E' and 'F'. The following recommendations which are by far the most important are for the consideration of this Conference:

1. Key Village work should be taken up in selected pockets where better female stock already exists. The female stock should further be augmented by the grant of taccavi loans for purchase of quality cows and buffaloes.

2. The promising male calves in the Key Village Blocks should be subsidised liberally with a view to producing the largest number of good bulls. This aspect is limited to the extent of funds provided for the subsidy to be granted for rearing of calves under the Key Village Scheme. In those States where larger number of suitable made calves can be taken up for subsidy than the target fixed for them, under the Key Village Scheme assistance should be provided from the block funds.

3. All suitable male progeny available in the Key Village Blocks should be made available for Extension Centres, preferably in CD/NES Blocks.

4. Work is in progress in some States and at the Indian Veterinary Research Institute on preservation and transport of semen with the object of establishing semen banks at District or Tehsil levels. The results of this investigation should be made applicable in field conditions as early as practicable. This would obviate the necessity of locating a large number of bulls and their attendants and the A.I. work could be spread through the agency of the semen banks, which would render it possible to utilise the best available bulls to the maximum possible extent. By the establishment of such semen banks at convenient centres, it would also be possible to spread the A. I. work to

all the regions possessing suitable communications and transport facilities. All the bulls that will thus be released could be spread further away where communications are at present difficult.

5. Since cattle breeding is a long range activity and it will take several years before improved bulls are produced in adequate numbers in the Key Village Blocks to meet the entire need of the country, it is highly desirable that every effort should be made to make use of all the surplus bulls available at the Military Dairy Farms, with whom arrangements have been made by the Ministry of Agriculture for their rearing, as well as those produced under the All-India Gaushala Development Scheme and from other sources for use in the CD/N.E.S. Blocks.

6. In all the villages where it is not possible to supply improved stud bulls in view of their shortage, the Village Panchayats should Select the best bull calf available in each such village of a high yielding dam for stud purposes and eliminate the other inferior ones by castration.

7. Village Panchayats and private cattle breeders should be encouraged to maintain improved stud bulls in the Villages for upgrading the local cattle, if necessary, by granting them adequate maintenance allowances.

## Annexure "D"

*Number of breeding centres established and stud bulls distributed in the CD/NES Blocks up to the end of December* 1956

| Sl. No. | Name of the State | No. of Blocks to which the report relates | No. of cows & she-buffaloes in the Blocks | No. of breeding bulls required at one for every 100 cows or she-buffaloes | No. of breeding centres established (cattle) | No. of A.I. centres started | No. of stud bulls distributed | No. of bulls castrated | REMARKS |
|---|---|---|---|---|---|---|---|---|---|
| 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 | 9 | 10 |
| 1 | Andhra | .. | .. | .. | .. | .. | .. | .. | |
| 2 | Assam | 16 | 4,42,959 | 4,400 | 8 | 16 | 38 | 25,561 | |
| 3 | Bihar | 174 | 12,90,974 | 12,900 | .. | 114 | 1,164 | 1,9,865 | |
| 4 | Bombay | 138 | 35,41,128 | 35,400 | 122 | 119 | 2,087 | 1,04,885 | |
| 5 | J. & K. | 21 | 3,22,228 | 3.200 | 29 | 2 | 30 | 18,93 . | |
| 6 | Kerala | 35 | 2,65,274 | 2,600 | 86 | 27 | 19 | 7,71 | |
| 7 | M. Pradesh | .. | .. | .. | .. | .. | .. | .. | |
| 8 | Madras | 87 | 13,28,250 | 13,200 | 52 | 24 | 707 | 56,056 | |
| 9 | Mysore | 64 | N.A. | .. | 39 | 16 | 1,138 | 1,05,606 | |
| 10 | Orissa | 54 | 8,37,825 | 8,400 | .. | 134 | 167 | 2,26,177 | |
| 11 | Punjab | 74 | 13,99,949 | 1,400 | 357 | 13 | 888 | 2,37,865 | |
| 12 | Rajasthan | .. | .. | .. | .. | .. | .. | .. | |
| 13 | U. Pradesh | 159 | 37,88,490 | 37,800 | 99 | 42 | 1,477 | 2,61,913 | |
| 14 | W. Bengal | 59 | .. | .. | 155 | 18 | 454 | 5,430 | |
| 15 | Delhi | .. | .. | .. | .. | .. | .. | .. | |
| 16 | H. Pradesh | 16 | .. | .. | 1 | 8 | .. | 24,630 | |
| 17 | Manipur | 2 | 42,989 | 430 | 1 | 1 | 5 | 3,437 | |
| 18 | N.E.F.A. | 7 | 3,594 | 36 | 2 | .. | 8 | 2,442 | |
| 19 | Pondicherry | 1 | 33,208 | 380 | 4 | 1 | 5 | 1,555 | |
| 20 | Tripura | 5 | 43,298 | 430 | .. | 1 | 3 | 3,034 | |
| 21 | Andaman | .. | .. | .. | .. | .. | .. | .. | |
| | TOTAL | 912 | 1,33,40,266 | 1,32,726 | 955 | 536 | 9,180 | 12,05,105 | |

## Annexure "E"

*Recommendations of the Southern Regional Seminar of Key Village Officers held at Coimbatore from 18th May to 21st May, 1957.*

Planned utilisation of bulls reared in Key Village Areas

RECOMMENDATION:

1. As cattle improvement is a continuous process, it is highly desirable that bulls used for upgrading work in the K. V. Block should be of progressively superior quality from generation to generation, which will necessitate laying of greater emphasis on the maintenance of proper breeding and milk records and introduction of progeny testing at the State Cattle Breeding Farms, from where superior germ-plasm is to be provided.

2. As far as possible, the objective should be that all bulls used from natural services, in the Key Village Blocks are from parents of known pedigree and performance and those at the Artificial Insemination Centres are progeny tested. For this purpose, State Governments should take maximum advantage of the arrangements now finalised by the Ministry of Food & Agriculture with the Military Dairy Farms for the rearing of selected high quality bulls for use in the Key Village Blocks and other areas.

3. To ensure expeditious production of superior bulls in the Key Village Blocks, it is necessary that in future—

(a) Key Village Blocks should be established only in well known cattle breeding areas or such pockets where good foundation stock is available.

(b) Grant of taccavi loans for the purchase of pure-bred cows and buffaloes should be concentrated in areas covered by the Key Village Scheme.

4. Selected grade bulls produced in the Key Village Blocks, located in areas where no well-defined breed exists, should be utilized for stud purposes in the extension centres when no better bulls are available and elsewhere in the State as they would be definitely better than the locally available non-descript bulls.

5. In areas where the farmers are not in a position to rear bull calves after weaning till maturity, the State Governments may arrange to purchase the selected calves after weaning (about one year old) at a price not exceeding 1/3rd of the market price of a mature bull and rear them up in a State or private farm. On attaining maturity, the farm may be paid the balance of the 2/3rd of the market price of the bull in addition to the subsidy for rearing at the rate of Rs. 10. p.m. each as provided under the scheme.

6. At least two extension centres with 50 stud bulls each, preferably those reared under the Calf Subsidy Scheme should be established around each Key Village Block. If surplus bulls are available from the Key Village areas, they may be utilised in Community Development and National Extension Service Blocks and other areas.

7. Till such time, the State Governments are able to meet the full requirements of stud bulls from the Key Village Blocks, it is necessary that in those villages where no approved stud bull has yet been provided, the Village Panchayat should select the best bull calf available in each such village out of a high yielding dam for stud purposes and eliminate the other inferior ones by castration. The Community Development Organisations in the States should encourage this sort of self-help and Government should provide financial assistance wherever necessary.

8. In the Key Village Extension Centres, Village Panchayats should not allow the stud bulls to be let loose with the village herds, as this practice not only results in great damage to the standing crops but is also detrimental to their breeding efficiency. In the general interest of the village Community and rural economy, the Village Panchayats should take up the responsibility of housing and maintaining these bulls and should allow them to remain with the village herds for about $\frac{1}{2}$ to 1 hour each in the morning and evening when the animals collect near the village before going out for grazing and on their return.

**Annexure "F"**

*Recommendations of the First National Subject-Matter Seminar on Agriculture Animal Husbandry, Irrigation and Agricultural, Cooperation held at Srinagar etc. from 8th to 10th December, 1957.*

(i) At least 25% of the net income derived from cattle fairs and cattle market should be earmarked for the purchase and distribution of stud bulls in the breeding tracts and/or for starting A.I. centres.

(ii) Besides establishing A.I. Centres wherever practicable adequate number of sub-centres should be attached to each A. I. Centre.

(iii) To ensure proper supervision and care of the bulls, as also of the rest of the livestock in the area, there should be a full-fledged veterinary dispensary under the care of a qualified Veterinary Assistant Surgeon at the block headquarters and at least four first-aid centres each under the charge of a stockman.

## Annexure "G"

*Statement Showing the number of Veterinary Dispensaries and their Activities in the C. P., C. R. and N. E. S. Blocks up to the end of December,* 1956.

| Name of the State | No. of. blocks to which the report relates | No. of Veterinary dispensaries in the Blocks | No. of animals treated | No. of animals inoculated (in Lakhs) | Total No. of veterinary institutions in the States: Hospital & dispensary | Stockment Centres | Total | Total No. of Blocks upto end of December 1957. |
|---|---|---|---|---|---|---|---|---|
| 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 | 9 |
| 1. Andhra | N.A. | N.A. | N.A. | N.A. | 203 | 72 | 275 | 183 |
| 2. Assam | 16 | 18 | 18,838 | 44.58 | N.A. | N.A. | N.A. | 62 |
| 3. Bihar | 174 | 613 | N.A. | 27.10 | 194 | 93 | 287 | 253 |
| 4. Bombay | 138 | 356 | 1,17,032 | 29.60 | 329 | 113 | 442 | 237 |
| 5. J. & K. | 21 | 36 | 990 | 1.90 | 22 | 42 | 64 | 45 |
| 6. Kerala | 35 | 150 | 1,210 | 4.41 | 47 | 32 | 79 | 64 |
| 7. Madhya Pradesh | N.A. | N.A. | N.A. | N.A. | 329 | 291 | 620 | 195 |
| 8. Madras | 87 | N.A. | 30,812 | 5.43 | 148 | Nil | 148 | 133 |
| 9. Mysore | 64 | N.A. | N.A. | 14.30 | 173 | 195 | 368 | 115 |
| 10. Orissa | 54 | 34 | 11,956 | 17.57 | 125 | 676 | 801 | 122 |
| 11. Punjab | 74 | 163 | 1,45,859 | 29.43 | 267 | 203 | 470 | 120 |
| 12. Rajasthan | 75 | 90 | 94,285 | 12.90 | 60 | 158 | 218 | 103 |
| 13. Uttar Pradesh | 159 | N.A. | 99 | N.A. | 466 | 42 | 508 | 343 |
| 14. West Bengal | 59 | 41 | 11,061 | 2.45 | 137 | .. | 137 | 118 |
| 15. Delhi | N.A. | N.A. | N.A. | N.A. | 9 | 9 | 18 | 5 |
| 16. Himachal Pradesh | 16 | 20 | N.A. | 0.32 | 15 | 20 | 35 | 24 |
| 17. Manipur | 2 | 6 | 3 | 0.34 | 2 | 4 | 6 | 6 |
| 18. N.E.F.A. | 7 | 3 | 200 | 0.19 | N.A. | N.A. | N.A. | 14 |
| 19. Pondicherry | 1 | 6 | 351 | 0.15 | 4 | .. | 4 | 2 |
| 20. Tripura | 5 | .. | 315 | 0.55 | 3 | 7 | 10 | 6 |
| 21. Andaman & Nicobar | .. | .. | .. | .. | .. | .. | .. | .. |
| TOTAL | 990 | 1,536 | 4,34,011 | 191.22 | 2,533 | 1,957 | 4,490 | 2,152 |

2. (iii) *Provision of adequate veterinary aid to the livestock in Development :*

At the Commencement of the Second Five Year Plan, 2,650 veterinary hospitals and dispensaries (manned by qualified veterinarians) were expected to be in position throughout the country. There was, therefore, one veterinary institution for approximately 77,000 head of cattle.

Under the Second Five Year Plan, it is proposed to set up 1,900 new veterinary dispensaries including 145 mobile units throughout the country. All these institutions will also be in charge of qualified veterinarians. If this target is achieved, there will be a total of 4,550 veterinary dispensaries including the mobile units or approximately one institution for 44,000 head of cattle. Although this represents a marked progress achieved during the First Five Year Plan, the provision of veterinary aid for the livestock generally the country cannot be said to be very satisfactory, especially as it falls short of the stipulated target of one per 25,000 head of cattle recommended by the Royal Agricultural Commission, which in itself is inadequate for the widely varying conditions obtaining in this country.

*Present Position :*

(i) *Total number of institutions in the country.*—According to the available information, there were up to the end of December 1956 a total number of 4,490 veterinary institutions in the country of which 2,533 were in charge of qualified veterinarians and 1,957 were stockment centres or minor veterinary dispensaries *vide* tabulated statement under columns 7, 8 and 9 of Annexure "G".

(ii) *In the blocks.*—From the figures furnished by some of the states (particulars for Andhra Pradesh, Rajasthan, Madras, Mysore, Uttar Pradesh and Delhi are not yet available), there were 1,536 veterinary institutions in 999 blocks up to the end of December 1956, *vide* columns 3 and 4 of the statement in Annexure "G". Details regarding the Status of these institutions, namely, the number of fullfledged hospitals and dispensaries under the charge of qualified veterinarians, minor or peripatetic dispensaries in charge of peripa less qualified stockmen (or compounders) or just first aid centres subject to periodic visits by qualified veterinarians or stockmen from other centres, are not forthcoming. It may be inferred, however, that there is generally one or more veterinary institutions of some kind or other in each block.

With 4,550 veterinary institutions fully in position at the end of the Second Plan Period, there would be roughly one dispensary in each block serving the needs of approximately 47,500 head of cattle. There would also be 2 qualified veterinarians in each block, one provided under the staffing pattern of the block and one normally attached to the dispensary. In some of the states the block extension officers posts have not been filled, either for want of qualified men or because

of the presence already in the block of a veterinary institution in charge of a qualified veterinarian. It is necessary that these posts are to be filled up as and when qualified veterinary graduates become available.

*Peripatetic or stockmen centres.*—As the responsibility of looking after not only the health of all species of livestock, but also their development, including artificial insemination work vests in the same agency only two qualified men with one institution for the entire block possessing about 40,000 head of cattle apart from other livestock, are inadequate. A more satisfactory arrangement would be to provide at least four peripatetic dispensaries manned by stockmen in each block under the overall supervision of the qualified veterinarian in the block. Each Stockman should be in charge of a small rural dispensary well equipped for undertaking treatment of ordinary ailments, disease control measures and insemination work. A somewhat similar arrangement already exists in some states like Orissa, Punjab, Uttar Pradesh and parts of Mysore.

The above proposal may perhaps be considered as somewhat ambitious under the present financial stringency, although its justification for ensuring adequate attention to Animal Husbandry programme cannot be denied. During the current plan period, therefore, at least two peripatetic or stockmen centres may be provided in each block.

In addition to the veterinary institutions suggested above, steps should be taken to provide better and prompter veterinary aid in the villages than at present with a view to safeguarding the health of livestock. The following measures are indicated.

(1) *Mobile dispensaries.*—One mechanised mobile dispensary should be attached to each district so as to enable prompt steps being taken in attending to outbreaks of communicable diseases.

(2) *Ambulatory clinics.*—Each Animal Husbandry Extension Officer at the block level should conduct at least one ambulatory clinic every quarter in different villages of the block under the overall direction and supervision of the District Officer. If the Animal Husbandry Extension Officers of other blocks could also be drafted to work in a team that would be still better. Each team consisting of two or more veterinarians and a few stockmen should camp in the village on the days to be notified well in advance. The camp, which should last for 4 days to a week, depending on the livestock population of the village and its immediate neighbourhood, will attend to all the problems facing the livestock in the area, such as surgical and medical treatment of all ailments oastrations, castrations, demonstration of hay and silage making, construction of model poultry houses, pens, cattle sheds and also organise calf rallies, poultry and livestock shows, and lectures, including audio-visual demonstration of animal husbandry matters.

(3) *First Aid Veterinary Kits.*—First Aid veterniary kits should be provided to all the panchayats with satisfactory arrangements to replenish the stock of drugs as and when they are exhausted, in order to enable the V.L.Ws. to render first aid treatment for common ailments of livestock at the time of their visit to villages. This was also recommended in the Mussoorie Conference of Development Commissioners.

(i) The post of Extension Officer (Animal Husbandry) at the block level should be filled up as and when qualified veterinary graduates become available.

(ii) In each block, there should be one full-fledged veterinary institution under the charge of a qualified veterinarian and at least 2 peripatetic or stockmen centres to begin with so as to provide better veterinary aid to the livestock of the block than has been possible at present.

(iii) One mechanised mobile veterinary dispensary should be attached to each district so as to facilitate prompt control measures being taken against out-breaks of contagious diseases.

(iv) An endemic chart in respect of all the contagious diseases should be prepared for each CD/NES Block and routine preventive vaccinations undertaken sufficiently in advance.

(v) Ambulatory clinics should be conducted at least once every quarter in each CD/NES block in different rural centres, the object being not only to popularise modern methods of prevention and treatment of livestock diseases, but also to make veterinary amenities available at the very doors of the villagers.

(vi) Provision of first aid veterinary kits to all the Panchayats to enable V. L. Ws. to undertake first aid treatment of common livestock ailments and arrangements to replenish the drugs in them should be made as recommended by the last Development Commissioners' Conference.

(iv) *Popularising the feeding of milch cattle with cottonseed cake in place of cotton seed in order to release the oil for more useful purposes.*

India, with its annual production of nearly 1·4 million tons of cotton-seeds ranks among the largest producing countries for this commodity. The bulk of the seeds is fed to cattle and hardly one lakh tons are crushed for extraction of oil. Investigations have revealed that the high fat content of the whole cotton-seed is not fully observed by the cattle; a large part of it merely passes through them and is completely wasted. It is, therefore, apparent that if cattle are fed with cotton-seed cake instead of cotton-seed, a large quantity of cotton-seed oil can be saved and used for edible purposes. The increased production of cotton-seed oil is also a matter of immediate importance to India in that it can make a valuable contribution to the country's foreign

exchange resources. The oil can either be directly exported or can be substituted to an appreciable extent for groundnut oil in the manufacture of vanaspati and soap, thereby releasing larger quantities of groundnut oil for export. The result in either case is the augmentation of our foreign exchange earnings.

The fact that cotton-seed crushing has made little headway despite the need for more oil and despite the inducement in the form of high prices of edible oils in many years during the last decade, indicates that this industry presents special technical and economic problems in India. In the opinion of the Chairman of the "Indian Vanaspati Manufacturers' Association" India has had a relative abundance of oil-seeds with higher oil contents than cotton-seed. These seeds are easy to crush and they yield oil which can be directly used for edible purposes This is not the case with cotton-seed, and hence it has been neglected by the crushing industry and used as cattle feed. This long established practice has now become the chief impediment to the progress of the cotton-seed crushing industry. As the price of cotton-seed is determined by its demand as cattle feed, whereas prices of cotton-seed oil and oil cake are influenced by the relative prices of other oils and oil cakes, the crusher is frequently faced with lack of parties between these prices. Thus the crushing of cotton-seed is made uneconomical. Besides, the marked preference of cattle owners for feeding whole cotton-seed makes the sale of cotton-seed cake and hulls difficult." It has been pointed out that the major impediment to the progress of cotton-seed crushing in India is not disposal of the oil, but the economic sale of the cotton-seed cake and linters which constitute about 80% of its output. In the opinion of industrial experts the above fact is the crux of the problem and they are doubtful how cotton-seed industry can flourish in this country, unless the farmers stop using cotton-seed and take to its cake and hulls for feeding their cattle.

To the farmer, long accustomed to feeding his cattle on cotton-seed, the cake is not easily acceptable in view of the popular belief that it is much less nutritious than the whole cotton-seed and that the cattle fed with the latter yield larger quantities of richer milk than those receiving the cake. This erroneous belief persists not only among the farmers but also among their more educated brethren including the extension workers. A determined effort, including educational propaganda is, therefore, needed in order to remove this impression and to popularise cotton-seed cake among the rural people so as to prevent the waste of a large part of the valuable cotton-seed oil. The *Ad hoc* Committee on cotton-seed oil industry set up by the Ministry of Commerce and Industry to suggest ways and means of developing the cotton-seed crushing industry, has recommended that the popularisation of the use of cotton-seed cake in the rural areas may be initiated in Community Project and National Extension Service areas.

The cakes from Cotton-seed are prepared in two ways (i) without removing the hulls and lint etc. (undecorticated cake) and (ii) after removing the lint and hulls (decorticated cake). Experimental studies

undertaken at the Indian Veterinary Research Institute have revealed that the nutritive value of cotton seed and cotton-seed cakes, both decorticated and undecorticated is nearly the same for work bullocks. Further, no significant differences were observed in regard to the milk yield and fat production in groups of dairy cows fed on (i) cotton-seed (ii) cotton-seed cake and (iii) a standard dairy feed mixture. That cotton-seed cake can be fed to cattle with advantage is, doubtless, as true as, for instance, the usefulness, of chemical fertilizers, for stepping up agricultural production. Yet, in order to popularise the use of artificial manures it became necessary to undertake in addition to educational propaganda on an intensive and extensive scale, large-scale demonstrations on the Government farms as well as private lands and payment of liberal subsidies to the cultivators under Grow More Food and other Schemes. A similar drive would be necessary for popularising the use of cotton-seed cakes as cattle feed. The following suggestions are, therefore, for the consideration of the Conference.

*Suggestions.*

1. The Central and State Governments should give the necessary lead in this direction by banning the use of cotton-seeds for feeding cattle in all the Government Livestock Organisations such as cattle breeding stations, dairy farms, bull rearing farms, livestock research stations, Artificial Insemination Centres, etc., and in its place cotton-seed cake should be fed.

2. Private agencies maintaining animals in milk colonies like the Aarey Milk Colony in Bombay and those supported by Co-operative Milk Unions as for instance the Khaira Milk Union at Anand (Bombay) and also the Government-aided Goshalas should be induced to feed their animals with cake.

3. Large scale feeding trials with cotton-seed cake should be undertaken on private owned dairy cows under field conditions in all the States by subsidising the cost of the cake liberally and, if necessary, on a sliding scale. For this purpose, a comprehensive scheme may be drawn up and implemented by the Ministry of Agriculture and/or the Indian Council of Agricultural Research who may also provide the necessary funds for the scheme. The experience gained in working the scheme would be useful in drawing up suitable extension technique.

4. The Agricultural and Veterinary Colleges and Schools, extension training centres, orientation training centres, village leaders' camps and other training programmes for extension staff should include in their training programme a suitable discourse on this subject and, if possible, demonstration of feeding the cake to cattle and its ability to maintain the health, condition and productive capacity of the animals.

5. The extension staff including the V. L. Ws in the blocks should educate the farmers on the usefulness of cotton-seed cake for feeding cattle. Every V.L.W. should be able to persuade at least one villager in each village under his charge to feed at least a few of his cattle with cotton-seed cake instead of cotton-seed.

6. Pamphlets and posters on the subject, preferably illustrated and written in a simple language, should be published in all the local languages and made available to the V.L.Ws. for distribution among the farmers.

7. Films and film strips and other audio-visual aids on the subject illustrating the usefulness of cotton-seed cake in maintaining the health, strength and productive capacity of cattle should be employed.

8. Important local leaders and voluntary organisations should alsc come into the picture by taking up the responsibility of educating the villagers on the subject.

9. The rural programme of the All India Radio Stations in India should include talks on this subject by the National leaders, Central and State Ministers, Specialists, Extension staff and the farmers themselves.

10. With the possible increase in the demand for the cake as a result of taking measures suggested above, supplies of cake at prices comparable to those of cotton-seed should be ensured.

*Planning*

(i) *Measures necessary to accelerate sheep development.*

Next only to cattle, sheep occupies an important position and in many parts of the country where scarcity conditions prevail, sheep farming can contribute materially to sustain the rural economy. Sheep and wool development programme, therefore, finds a prominent place in the Second Plan. Under the Plan, the following three main items of work are contemplated in a co-ordinated All-India Scheme.

*All-India Scheme.*

(1) Establishment of three additional sheep breeding stations with a fleece testing laboratory attached to each in Himachal Pradesh, Madhya Pradesh and Bombay (Saurashtra).

(2) Starting of three wool utilization centres at the existing regional sheep breeding farms in Uttar Pradesh, Rajasthan and Bombay.

(3) Organization of 396 sheep and wool extension centres in 10 States which contribute to the bulk of wool produced in India and are, therefore, of importance for the development of sheep. These extension centres will constitute the foci for introducing superior breeds in

an ever-widening circle. The following statement indicates the break-up of the phased allocation of the extension centres to the different States.

| Sl. No. | Name of the States | Centres 1956-57 | 1957-58 | 1958-59 | 1960-61 |
|---|---|---|---|---|---|
| 1 | 2 | 3 | 4 | 5 | 6 |
| 1 | Andhra Pradesh . | .. | 4 | 8 | 9 |
| 2 | Bombay . . | 4 | .. | 12 | 47 |
| 3 | Himachal Pradesh . | .. | 8 | .. | .. |
| 4 | Jammu & Kashmir | .. | 16 | 13 | .. |
| 5 | Madhya Pradesh . | .. | 14 | .. | .. |
| 6 | Madras . . | .. | 8 | 8 | .. |
| 7 | Mysore . . . | .. | 16 | 24 | 2 |
| 8 | Punjab . . . | 8 | 16 | 16 | 8 |
| 9 | Rajasthan . . | .. | 22 | 50 | 27 |
| 10 | Uttar Padesh . . | 8 | 16 | 16 | 18 |
| | TOTAL . | 20 | 120 | 147 | 111 |

*Progress achieved.*

During the year 1956-57, no centres were established in any of the States. It was proposed to establish 140 extension centres during 1957-58 but the progress so far has been somewhat slow. The representatives of the Ministries of Agriculture and Community Development have discussed the various factors contributing to the present unsatisfactory progress. Their suggestions to overcome the difficulties which have impeded the progress of the scheme and the manner in which the programme could be accelerated have been conveyed to the States. A copy of the circular letter issued by the Ministry of Community Development to the Development Commissioners is attached (Annexure "4"). This is for the consideration of the Conference, which may also consider the following recommendations intended for promoting improved sheep husbandry practices in CD/NES areas.

(1) Agriculturists in rural areas should be encouraged to maintain sheep, preferably as a mixed farming economy, if necessary, by advancing loans for the purchase of sheep.

(2) In the Key Villages set up in sheep breeding tracts upgrading of local sheep should be undertaken by distributing a large number of stud rams as is now being done in Madras State.

(3) Community shearing sheds should be set up in sheep breeding tracts not covered by the All-India Sheep Development Plan. This is to ensure proper grading and marketing of wool. If necessary, monetary help should be extended for the construction of such community sheds.

(4) The villagers in sheep rearing areas should be educated on the methods of controlling parasites both internal and external which cause enormous losses among sheep.

(5) Agriculturists in general and youth clubs in particular should be encouraged to rear ram lambs to maturity: this is remunerative.

**Annexure "A"**

FROM

Shri R. N. Mohanty, IAS,

Under Secretary to the Govt. of India.

To

The Development Commissioners.

All State Governments.

SUBJECT.—*Animal Husbandry Programme—Sheep Development.*

Sir,

I am directed to enclose herewith, *vide* Annexure I, a copy of the Government of India, Ministry of Agriculture's scheme regarding Sheep Development under the Second Five Year Plan. According to the provisions made therein, your State has been allotted a number of Wool and Sheep Development Centres, but this Ministry is constrained to note the lack of satisfactory progress in implementing the scheme. It is learnt that the following causes have hampered the progress of this scheme.

(i) *Delay in issue of sanctions*:

In spite of the fact that the Ministry of Agriculture, Government of India, have conveyed their sanction for the entire scheme for the plan period, considerable delay takes place in the issue of sanctions by the State Governments. This can be avoided by keeping the draft sanction letters ready by the time the budget estimates are prepared, and issueing them immediately after, the budget is passed. Simultaneously, the head of the Animal Husbandry Department may be requested to go ahead with the preliminary work connected with the scheme.

(ii) *Delegation of powers*:

The supervisors of these Sheep Development Centres have not been delegated adequate powers and for every expenditure they have to approach the Head of the Department, with the result that there is considerable delay in the progress of the scheme. It is necessary that either the Supervisors should be delegated with adequate powers or they should be placed under the District Veterinary/Animal Husbandry Officers and suitable powers delegated to the latter.

(iii) *Lack of pre-planning*:

In a number of States, the poor progress of this scheme is due to the fact that the Head of the Department has not taken the necessary steps in regard to the acquisition of sites, training and posting of officers, etc. with the result that even after the sanction is conveyed, much time

is lost before the scheme is implemented. This Ministry desires to impress upon the State Governments the necessity of adequate pre-planning in the matter of selection of sites, staff, and their training and other Centres, as detailed in Annexure II, so that there should be minimum delay in the implementation of the scheme after it is sanctioned.

(iv) *Delay in construction of buildings*:

It is learnt that even for the putting up of the simple structures required for Sheep Development Centres, the Department has to depend on the PWD for preparing the estimates and completing the construction work etc., but being invariably busy otherwise, the PWD have very little time to devote to this work. The result is that in spite of the fact that the type design plans have been circulated to all the State Governments in no State these structures have been put up so far. It is requested that wherever these Centres are located within the block area, the help of the Block engineering staff may be taken in putting up these structures.

(v) *Link between the Supervisor, District Veterinary Officer and the Block staff* :

As desired above, the Supervisor may be made to work under the District Veterinary/Animal Husbandry Officer, so that there may be adequate control, supervision and guidance from the District Officer. Further, if these Centres are to be located in the Block areas, it is necessary that the Supervisor should attend the meetings of the District Development Committee and be made to give an account of the progress of the scheme at the meetings. It may also be desirable to set up a small sub-committee to go into the progress of these schemes from time to time.

(vi) *Selection of Centres* :

In several cases, it is noticed that the selection of centres has been done without taking into consideration the suitability or otherwise of the environmental conditions for sheep development. It is requested that the selection of sites should invariably be done in strict accordance with the needs of the area and the principles laid down in the scheme formulated by the Ministry of Agriculture.

(vii) *Marketing* :

The Development of wool cannot take place without adequate marketing facilities. It is necessary that there should be a link-up between the State Khadi Board and these centres so that it would facilitate the off-take of the wool that is produced in these areas. The location of these centres may be intimated to the State Khadi Board so that they may visit these centres and make their purchases.

(viii) *Subject matter specialists* :

The need for a subject matter specialist in sheep husbandry at State headquarters is imperative especially in those States where sheep play an important role in the rural economy. It is learnt that Mysore and Uttar Pradesh States have not yet provided for the post of Sheep Development Officer, in their administrative set-up at Headquaters, while in Madhya Pradesh the Headquaters of the Officer-incharge of Sheep Development has not been defined. It is requested that these lacunae be remedied early by the States concerned. It is also necessary that arrangements are made for creating the post of an Officer for investigating the diseases of sheep and cattle in those States where such a post does not exist, at present.

Yours faithfully,

Sd/- R. N. MOHANTY.

(ii) *Measures necessary to promote Poultry Development through Registered Poultry Breeders.*—

**Need for re-orientation of the poultry programme**

Poultry keeping as an occupation subsidiary to Agriculture can be a source of both economic uplift and balanced nutrition. In fact, poultry development is one of the few immediate short-range measures which would contribute to the rapid increase of supplementary food for the Nation and the country's rural economy. In spite of the popular acceptance that this activity is good, it is not making uniformly good progress everywhere. The Projects Evaluation Organisation has rightly drawn attention to the fact that the impact of measures taken in regard to the improvement of poultry had so far been very limited and in no Project had there been any great increase in poultry keeping or marked improvement in the quality of birds. It has been suggested that a reorientation of the poultry programme is necessary for accelerating progress in this field.

The first National Subject-matter Seminar attributed the slow progress in the field of poultry development to the following four factors.

*Recommendations of the first National Subject-matter Seminar.*—

(1) Unsatisfactory supply position.

(2) Loss from predators and disease.

(3) Lack of marketing facilities; and

(4) General inadequacy of knowledge regarding improved poultry husbandry practices. Among the recommendations made by the Seminar, the following are of special significance and are intended to remedy the major limiting factor of unsatisfactory position in regard to supplies.

(a) Extension of incubation and breeding facilities in all the poultry farms in order to be able to meet the increasing demands for improved birds and hatching eggs.

(b) Expedite the establishment of five regional farms as envisaged under the Second Five Year Plan.

(c) Establishment of 300 poultry extension centres-*cum-development* unit which should serve as a demonstration centre, as well as a source of improved chicks and hatching eggs to the poultry enthusiasts in the block at no additional cost to Government.

(d) *Permanent Fixtures.*—Hatching Egg Centre—where the equipment in the existing block centres consist of permanent fixtures such as poultry houses, rearing pens, etc., they may be converted into centres for supplying hatching eggs during the season extending over 3 or 4 months every year. For this purpose, any poultry already existing in the centre may be given away at subsidised rates or free of cost to a registered poultry breeder selected by the Block Advisory Committee, as soon as the current hatching season expires. The unit remains closed till the next hatching season and a couple of weeks before its onset, which naturally varies from region to region, a fresh batch of laying birds together with an adequate number of cockerels is transferred from the State or District Farm; and all the eggs produced in the unit during the season are distributed in the area for hatching purposes. At the conclusion of the season, the birds are supplied to registered poultry breeders as before. As most of these units are generally attached to a veterinary dispensary or block headquarters, the attendants attached to these institutions may with a modest extra remuneration, attend to the cleanliness of the unit, feeding of birds, collection of eggs, etc., under the general Supervision of the local Veterinary Animal Husbandry Officer.

(c) *Incubators.*—The incubators available at these block centres may either be transferred to the P.W.D. along with the other equipment for the use of the unit, if any, established at the local travellers' bungalow, or be given as loan to registered poultry breeders during the hatching season, subject to their return to the Block Development Officer at the end of the season.

*Registration of private poultry breeders.*—Poultry breeders associations should be formed in each State and the poultry breeders in the area should enroll themselves as registered breeders of the association. The membership of the association should be open to all private poultry breeders, institutions maintaining poultry units such as educational institutions, young farmers clubs, youth clubs, Mahila Mandals etc. Suitable rules should be framed for the working of these associations on the lines of the model rules indicated in Annexure "R".

*Concessions to registered poultry breeders.*—In order to provide the necessary incentive to private poultry breeders to take to poultry farming more extensively than at present, all concessions and subsidies

under the scheme of Poultry Development sponsored by the Centre as well as the States should preferably be extended to registered poultry breeders on liberal terms, as for instance, the rules framed for the grant of subsidy to private poultry breeders or associations in Madras and Kerala States, *vide* Annexure "K".

*Liberalisation of subsidies.*—Subsidies and concessions, if any, granted to private poultry breeders should be further liberalised and additional items should be included for granting subsidies. It is suggested that one or more of the following schemes may be taken up in the Blocks within the provisions of the Block Budget under Animal Husbandry. The subsidies and concessions granted should, however, conform to the policies underlying similar schemes, if any, already sponsored by the Centre as well as the States.

| Scheme for each Block. | Probable cost. |
|---|---|
| | Rs. |
| (*a*) Supply of 250 dozens hatching eggs at 50 dozens a year for 5 years at 50% subsidy. | 500 |
| (*b*) Supply of 100 pullets and 29 cockerels to 20 registered poultry breeders at one in each group of 5 villages (5 pullets and 1 cockerel to each) at Rs.5/- per pullet and Rs.4/- per cockerel). | 580 |
| (*c*) Establishing one poultry key village with 200 cockerels . . . | 800 |
| (*d*) Custom hatchery demonstration supply of 5 eggs incubators of 150 eggs capacity each to registered poultry breeders. | 1,500 |
| (*e*) Popularising rearing of baby chicks—subsidising supply of baby chicks and rearing equipment to 10 registered poultry breeders @ Rs.100/- each. | 1,000 |
| (*f*) Improvement of 100 village poultry houses for supply of wire netting and cement to 50 persons at Rs.10 each. | 500 |

**Annexure "R"**

## THE STATE POULTRY ASSOCIATION RULES

1. **Name.**—The name of the Association shall be "—— STATE POULTRY ASSOCIATION" hereinafter referred as the Association and its control shall be vested in a committee elected by the members as hereinafter provided.

2. **Jurisdiction.**—The jurisdiction of the Association shall extend to the area of the whole of ———State.

3. **Branches.**—The Association may open branches wherever necessary, provided the activities of such branches are centrally directed and managed.

4. **Year.**—The official year of the Association shall be the calendar year.

5. **Aims and objects.**—

(a) to work for the development of poultry husbandry;

(b) to arrange for disemination of poultry knowledge through bulletins, visits, discussions, movies and demonstrations;

(c) to advise members in respect of management of flock feeding, breeding on scientific lines, disease control work and marketing of products;

(d) to hold egg laying competitions and annual poultry shows;

(e) to develop an "*espirit de corps*" amongst the poultry farmers in general and the members of the club in particular.

6. **Membership.**—Members of the Association shall consist of the following :—

(a) Patron-One who pays a lump sum of Rs. 100.

(b) Vice Patron-One who pays a lump sum of Rs. 75.

(c) Life Member-One who pays a lump sum of Rs. 50.

(d) Ordinary Member—One who pays Rs. 5 per annum.

7. **Funds.**—Funds of the Association shall be raised by means of membership fees, donations and grants received from Government or individuals and sale proceeds of admission tickets to any show arranged in aid of the Association.

Donation will also be accepted for keeping championship cups in the name of donors for the best birds. The funds shall be controlled and managed by the Managing Committee subject to the provision of the bye-laws.

The funds will be deposited in a bank or post office as the Managing Committee may decide, in the name of the Treasurer.

8. **General body.**—The General Body on the Association shall comprise of all the members who have paid their annual subscription. They alone shall be entitled to vote and participate in the meetings. A member who is responsible for any loss to the Association shall make it good by paying the damages as may be assessed by the Managing Committee. Non-payment of such dues shall render the member liable to be removed from the membership of the Association.

9. **Meetings.**—The General Body shall meet at least twice a year to review the working of the Association in January and July. The following business will be transacted at these meetings.

**January Meeting.**—

(a) Confirmation of the minutes of the last meeting.
(b) Passing the annual report and audited accounts.
(c) Election of Managing Committee.
(d) Passing the budget.
(e) Appointment of an auditor.
(f) Holding an annual Poultry show.
(g) Any other item/items with the permission of the chair.

**July Meeting .**—

(a) Passing six monthly report.
(b) Passing revised budget estimates, if necessary.
(c) Any other item/items with the permission of the chair. Meeting of the Managing Committee will be held at least once in two months. Three days notice to the members shall be given for such meetings while a week's notice shall be given in case of general body meetings.

10. **Managing Committee.**—The management of the Association shall be vested in a committee called the Managing Committee which shall consist of eight members as follows.

(a) **President.**—to be elected at the Annual General Meeting to be held in the month of January each year.

(b) **Vice President.**—to be elected as above.

(c) **Honorary Secretary.**—to be elected as above. He should preferably be a technically qualified person in poultry breeding.

(d) **Honorary Treasurer.**—to be elected as above.

(e) **Honorary Joint Secretary.**—to be elected as above.

(f) **Three Members.**—to be elected as above.

11. **Quorum.**—For a meeting of the Managing Committee and for ordinary or a special meeting of the General Body one-third of the members on roll shall form a quorum.

12. **Vacancies.**—Any vacancy occurring in the Managing Committee in the course of the year shall be filled by co-option. The member so co-opted shall hold office until the next general election.

13. **Powers and Functions.**—The Managing Committee shall generally administer the affairs of the Association under the directives of the General Body and supervise the working of the sub-committees, if any.

14. **Duties of office Bearers :—**

**President.**—The President shall be the executive of the Association. He shall preside over the meeting of the Managing Committee and the General Body. In absence, the Vice President shall function as President.

**Honorary Secretary.**—The Honorary Secretary shall be responsible for the correspondence of the Association, maintenance of records and minutes of the meetings, issue of notices and supervision of the general working of the Association. He shall be responsible for his work to the Managing Committee. He shall be given an imprest of Rs. 15 for emergent expenditure.

**Honorary Treasurer.**—The Honorary Treasurer shall be responsible for the collection of dues and proper accounting of funds. He shall also maintain the relevant records. He shall submit his books to the auditor yearly and place before the Managing Committee any observation made by the auditor on his accounts.

**Honorary Joint Secretary.**—The Honorary Joint Secretary shall generally assist the Honorary Secretary and deputise for him during the latter's absence.

**Financial powers to the managing committee.**—The Managing Committee can incur an expenditure up to Rs. 100 on item or items not provided in the budget. Such expenditure shall formerly be placed before the next General Body meeting.

15. **Amendment of Rules.**—The rules cannot be amended unless two-third of the members are present at the General Body Meeting convened for the purpose and at least 15 days' clear notice is given to all the members in the usual way. Votes at such a meeting may be cast either personally or by proxy.

16. **Benefits.**—Member of the Association shall be entitled to free advice about the management and care of fowls and treatment of diseases.

17. **Failure to pay subscription.**—The name of any member whose subscription is in arrears for more than one year and who does not pay even after 14 days' notice from the Honorary Secretary shall be removed from the list of the members.

18. **Expulsion of Members.**—If the conduct of any member is, in the opinion of the Managing Committee, injurious to the interest of the Association, the Committee shall convene a special General Meeting of the Association after not less than 14 days' notice to consider such conduct. For such a meeting the quorum shall be 25% of the members. No decision of such meeting shall take effect without a majority of at least two-third of the members present. If there is no quorum the meeting shall be dissolved. Should the meeting declare the conduct so serious as to require the expulsion of a member, his name shall be removed forthwith from the list of the members of the Association.

NOTE.—The member concerned may be present at such a meeting, but he shall not be entitled to vote.

19. **Championship of cups.**—The Association Championship cups shall remain the property of the Association, but, if funds permit, a miniature cup may be presented on each occasion to the winner.

20. In all cases not provided for in the above rules the decision of the Managing Committee shall be final.

## ANNEXURE "K"

*Rules for the Grant of Subsidy to Private Poultry Breeders or Associations*

I. *Title.*—These rules may be called the Rules governing the grant of subsidy to private poultry breeders or associations who foster the development of the Poultry Industry.

II. *Eligibility.*—The following are eligible for the grant :—

(a) Private Poultry Breeders.

(b) Poultry Farms attached to Private Educational Institutions for education and demonstration purposes.

(c) Poultry Breeders Associations, Farmers Clubs, and similar organisations engaged in fostering the development of the industry and maintaining a model farm.

III *Conditions.*—The breeder or association mentioned in rule II above should have been maintaining a Poultry Farm for at least one year prior to the date of application for subsidy.

IV. The Farm should consist of at least 20 laying hens of any one or more the exotic breeders of chickens such as White Leghorns, Rhode Island, Red, Black Minorca, Light Sussex, etc.

V. (a) The private poultry breeder or association should have effected sales of hatching eggs in the surrounding area for a year prior to the application for the grant.

(b) He should have effected sale of pure ,exotic chicken, (Pullets and cockerels) for breeding purposes for one year prior to the applications for the grant.

VI. That the sale prices of the hatching eggs or breeding chickens are in accordance with those of the rates prevailing in Government Farms.

VII. The grant for such person per year will consist of :—

1. Subsidy for the purchase of wire-netting etc. or 50% of the cost of wire netting Rs. 200 whichever is less.
2. Subsidy for the purchase of incubators (50 or 100 eggs capacity) Rs. 200 or 50% of the cost of the incubators whichever is less.
3. Bonus of annas two for every hatching eggs supplied at Rs. 0-4-0 each to public (with a maximum for 2,000 eggs) Rs. 250.
4. Subsidy of a maximum of Rs. 4 for every exotic bird supplied at the rates in Government Farms. Rs. 200.

TOTAL Rs. 850

VIII. The rate of subsidy for each bird sold will be regulated according to the age of the bird sold as follows :—

| | | | |
|---|---|---|---|
| Chicks | up to | 15 days. | Re. 0-4-0 each |
| ,, | over | 15 ,, and up to 1 month | Re. 0-8-0 ,, |
| ,, | ,, | 1 month up to 2 months | Re. 1-0-0 ,, |
| ,, | ,, | 2 months up to 3 months | Rs. 2-0-0 ,, |
| ,, | ,, | 3 months up to 4 months | |
| ,, | ,, | 4 months up to 5 months | Rs. 3-0-0 ,, |
| ,, | ,, | 5 months | Rs. 4-0-0 ,, |

IX. That each person who applies for the grant of subsidy should furnish the following particulars :—

1. Register showing the stock of exotic birds for one year for which the grant applies.
2. Register showing the details of production of eggs and chicks for the year for which the grant applies.
3. Register of sale of hatching eggs showing the rate charged per egg, number of eggs sold for hatching during the year together with the names and addresses of the persons to whom the hatching eggs were sold.
4. Register of sale of exotic birds sold during the year with particulars of sex, age, rate and number of birds sold together with the names and addresses of persons to whom the birds were sold.
5. An audited statement of the accounts of the poultry farm of the private breeder or association for the year previous to the grant should be got to ensure that the subsidy is justified by the financial position of the grantee and that any previous grant was spent for the purpose for which it was intended. The Director of Animal Husbandry may however in his discretion exempt small breeders or associations from the submission of the above audited statement, in case he is satisfied that the financial position of the grantee is such as to warrant the grant of the subsidy.

X. That the grant of subsidy towards the purchase of the article concerned for use of the Poultry Farm and the production of the relevant vouchers.

XI. The grant of subsidy towards the sale of hatching eggs and birds will be made after random sample verification of the recipients by the staff of the Animal Husbandry Department.

XII. The officers of the Animal Husbandry Department will have the right of inspection of the private poultry farm and the registers maintained when demanded, during working hours.

(iii) *Measures necessary to development inland Fisheries in CD/NES Blocks*

Inland fishery development has not yet received the attention which it should, especially in the CD/NES areas, although it is recognised as one of the cheapest methods of enhancing production of nutritious food. Large water areas in almost every State are lying undeveloped and are yet to be stocked and exploited. With the introduction of land reforms throughout the country, all water spreads vest either with the State Government or in the Panchayats. If systematically stocked with quick growing food fishes and exploited in time, they can serve as sources of assured income. A stage has now come when stocking of all suitable water spreads should be handled on a systematic basis and requisite facilities for improvement of pisiculture provided.

The First National Subject Matter Seminar (Srinagar) discussed the subject and felt that except in a few States the fishery development schemes had not made much impact on CD/NES Blocks. The following recommendations were made by the Seminar with regard to the development of fisheries in the block areas.

(1) Detailed survey of waters suitable for fish culture should be undertaken in each project area.

(2) Improvement of suitable waters for purposes of fish culture by repairing, deweeding, bunding and desilting etc. should be undertaken, if possible through public participation.

(3) Steps should be taken to procure sufficient stocks of fish seed of suitable species of fish for stocking culturable waters in the Project areas. The services for distribution of fish seed for stocking purposes may be provided by the CD/NES Blocks.

(4) Handling of fish seed during the transport, rearing and stocking requires special technique. Steps should, therefore, be taken to train V. L. Ws. in elements of fish culture.

(5) Fisheries Extension Officer should be appointed at least in such Blocks where the scope for fisheries development work is extensive. The Block Fisheries Extension Officer will not only be responsible for the proper and maximum utilisation of culturable waters but also for organising fisheries training for V. L. Ws.

(6) The fisheries should be settled with the co-operative societies for exploitation and steps may also be taken for the marketing of the catches through co-operative agencies.

The recommendations have been communicated to the States for suitable action. This subject was further examined by the representative of the Agricultural Ministry and the Ministry of Community Development recently. The following suggestions made at the meeting are being transmitted to the States for necessary action.

(1) *Fisheries Extension Officer in the Block* :—

At the moment, it was considered unnecessary to have a Fisheries Extension Officer, but to make one of the Extension Officers already in the Block responsible for this work, after ascertaining the existing position from the State Governments.

(2) *Entrusting Panchayats with the maintenance of tanks and exploitation of fisheries* :—

This was considered necessary as it was felt that unless the Panchayats take an active interest, there will be no scope for the development of fisheries in these tanks which are owned by and large by the community.

The above recommendations are for the consideration of this Conference.

# MAIN RECOMMENDATIONS & CONCLUSIONS

The Conference accepted the view that Animal Husbandry and Agriculture are complementary to each other and should progress side by side in order to balance the country's rural economy.

## *Administration*

(i) The Conference felt that in order to develop Animal Husbandry so as to fulfil the above objective, a suitable administrative set up is necessary at various levels in each State. The suggestions made in this regard in the agenda note were, therefore, recommended subject to the following modifications :—

(a) Provision of administrative set up at various levels in the States be made subject to the availability of finance and any changes which the Plan might undergo from time to time.

(b) In view of the importance of poultry development work in the country, provision should also be made for an Assistant Poultry Development Officer at least at the regional level to begin with, subject to the provision of suitable staff at the district level when the progress under poultry development so warrants.

(ii) *Supply and maintenance of breeding bulls* :—

In regard to the supply and maintenance of breeding bulls, the Conference accepted and recommended the suggestions made in the agenda note.

(iii) *Veterinary Dispensaries* :—

The Conference felt that in order that any improvement brought about among livestock through breeding, feeding and management, may not be nullified through disease, adequate veterinary aid should be provided in the blocks. The Conference accepted the following suggestions made in the agenda note, and recommended them for adoption by the States :—

(i) The post of Extension Officer (Animal Husbandry) at the block level should be filled up as and when veterinary graduates become available.

(ii) In each block, there should be one full-fledged veterinary dispensary or hospital under the charge of a qualified veterinarian and at least 2 peripatetic or stockmen centres to begin with, with a view to providing better veterinary aid to livestock in the block than has been possible up till now.

(iii) One mechanised mobile veterinary dispensary should be attached to each district, wherever it is possible, to facilitate prompt control measures being taken against out-breaks of contagious diseases.

(iv) An endemic chart in respect of all the contagious diseases should be prepared for each Block and routine preventive vaccinations undertaken sufficiently in advance.

(v) Abulatory clinics should be conducted at least once every quarter in each Block in different rural centres, the object being not only to popularise modern methods of prevention and treatment of livestock diseases, but also to make veterinary facilities available at the very door of the villager.

(vi) Provision of first aid veterinary kit to all the Panchayats to enable V. L. Ws. to undertake first aid treatment of common livestock ailments and arrangements to replenish the drugs in them be made as recommended by the last Development Commissioners' Conference.

(iv) *Popularising the feeding of cotton-seed cake to cattle* :—

The suggestions made in the agenda note for popularising the feeding of cattle with cotton-seed cake instead of cotton seed were accepted and recommended for adoption.

*Planning*

(i) *Sheep Development* :—

The Conference endorsed the suggestions and observations made in the agenda note and stressed the need for gradually introducing Artificial Insemination as a means of multiplying the sheep with the help of the limited number of improved stud rams available in pockets where concentrated sheep population exists.

(ii) *Poultry Development* :—

The Conference accepted the necessity of encouraging private initiative at the block level in the field of poultry development, the government effort being generally confined to the multiplication of pedigreed stocks at the State and district levels and their distribution to private breeders in the rural areas for further propagation. The following recommendations were made in this regard for adoption by the States :—

(1) To secure rapid development of poultry in rural areas the cooperation of private breeders should be enlisted. For this purpose, the Conference recommended that Poultry Breeders Associations should be formed in each block and that registered breeders should be assisted by the grant of suitable subsidies, loans, etc. on terms and conditions to be worked out by the States in conformity with local conditions.

(2) The Block poultry units have generally not been successful and have not yielded results commensurate with the expenditure

incurred. They should be closed down and birds and equipment handed over to registered poultry breeders to be selected by the Block Advisory Committees.

(3) A few selected block poultry units which have proved most successful may be expanded and converted into poultry extension centres provided for under the Second Five Year Plan or into district farms under the control of the State Government.

(4) Poultry development should be taken up in an intensive manner, in the first instance, in those blocks where marketing of poultry and eggs presents no difficulty.

(5) The Conference also endorsed the model schemes suggested in the agenda note for being taken up in the blocks and the recommendations of the Subject Matter Seminar in regard to marketing, supply of chicks, exchange of cockerels, control of diseases, housing, feeding, etc.

(iii) *Development of Inland Fisheries* :—

The Conference accepted the view that Fishery Development is one of the few short range measures which would contribute to the rapid increase of supplementary food for the nation, and made the following recommendations :—

(a) Detailed survey of waters suitable for fish culture should be undertaken in each Project area.

(b) Improvement of suitable waters for purposes of fish culture by repairing, deweeding, bunding and desilting etc., should be undertaken, if possible, through public participation.

(c) Wherever there is extensive scope for fisheries development, Fisheries Extension Officer should be appointed who will not only be responsible for the proper and maximum utilization of culturable waters, but also for organising fisheries training for V. L. Ws.

(d) Steps should be taken to procure sufficient stocks of fish seed of suitable species of fish for stocking culturable waters in the project areas.

(e) Handling of fish seed during transport, rearing and stocking requires special technique. Steps should, therefore, be taken to train the staff of the Departments handling fishery development work in the States as well as the Village Level Workers and other block staff in elements of fish culture.

(f) The Village Panchayats should be induced to take active interest in the development of fisheries in the tanks in their jurisdiction by assuring them the revenue accruing therefrom.

## Minor Irrigation

### *Administration*

(i) *Agency and Organisation—adequacy an effectiveness to execute programme* :

Minor Irrigation works in CD/NES areas are being executed through different agencies such as Irrigation Department, Planning Department, Agriculture/Revenue Departments in different States. Where the agency is other than the Irrigation Department, necessary technical advice and guidance is not generally available to the block staff and even where this work is actually carried out by the Irrigation Department it does not receive the same attention as their normal works. It was recommended at the last Development Commissioner's Conference that in order to overcome this difficulty every state should have a separate irrigation organisation or at least a senior Irrigation Engineer for planning and examining minor irrigation schemes of all departments in CD/NES areas and for maintaining close liaison with the Development Commissioner. Some States have accepted this suggestion while others have not. It may, perhaps, be more conducive to greater efficiency if all minor irrigation works are executed directly through the irrigation Department by providing requisite additional staff. If necessary, there may be separate Asstt. Engineers and Overseers for these works but they should work under the Irrigation Department. These Asstt. Engineers, and Overseers can look after other minor irrigation works (such as G.M.F.) also. It is necessary, however, to have a senior officer attached to the Chief Engineer, Irrigation Department exclusively for this work.

State Governments are requested to indicate whether such an organisation has been set up and if so with what results. If not, what their reasons against this are.

(ii) *Progress in implementation of the Programme* :

Progress in the implementation of the programme for minor irrigation and reclamation has not been satisfactory in most of the States. Some of the difficulties met with and measures suggested to overcome them are given below :—

(a) Owing to large development programmes under irrigation and other engineering departments in all States there is general shortage of engineering personnel. Most of the States now have Engineering Colleges and Schools of their own and it is expected that the shortage of engineers and overseers will be largely met within a year or so.

In some States the number of students admitted to the Engineering Colleges and Schools has been considerably increased and many new engineering schools have sprung up during the last two or three years and they already have a surplus

of engineers and overseers, which the neighbouring States may usefully utilise.

(b) It had been recommended at the 6th Development Commissioners' Conference that only 25% of the Irrigation Funds should be utilised on State-managed works. Taking into account the emergent circumstances and the need for utilisation of the entire provision, this condition has since been relaxed *vide* this Ministry's Circular No. F. 3(6)/57-Prg. I, dated 21-2-58. In fact all expenditure incurred on State-managed minor irrigation works in CD/NES areas against Grow More Food or other State programmes can now be charged to this head up to the limit of total ceiling for the blocks.

(c) So far we had insisted on a high percentage of public contribution for all works executed through Government agencies. As direct public participation to the required extent was not available, State Governments, could not take up many works. In view of the fact, however, that usually public participation in the execution of such works is available either in the form of fee donation of land or construction of field channels or even free labour in some cases, it has now been decided *vide* this Ministry's Circular No. 99(16)/57-Prg. I of 28-1-1958 that no fixed percentage of direct public contribution be insisted upon.

Relaxations made in sub-paras (b) & (c) above should help considerably in stepping up progress of works. This will, perhaps, be reflected in 1958-59.

(d) It has been observed that the progress of minor irrigation works financed through the Ministry of Food and Agriculture is generally much better than that of similar works executed in CD/NES areas out of C.D. budget. One reason for this is that although for private minor irrigation schemes, in CD/NES areas, the rules governing grant of subsidy are now the same as for Grow More Food Schemes, no subsidy is being offered for such public works as are unremunerative. Under the financial rules for Grow More Food schemes the Ministry of Food and Agriculture also finances the unremunerative part of such schemes, though limiting the portion of the Centre's share of subsidy to only 25% of the outlay. The offer of subsidy for the unremunerative part of public schemes executed out of C.D. and N.E.S. budget appears necessary for encouraging balanced development of irrigation.

Another reason is that where as the allotment for works under Ministry of Food and Agriculture is made on a yearly basis after reviewing their periodical progress, the allocation under CD budget is for the entire period of the block and the officers incharge of the programme give higher priority to works under Grow More Food, in order to utilise the yearly allotment.

(e) Yet another reason may be the possible delay in allotments being made by the Development Commissioners to the Chief Engineers concerned. It will help to improve progress if—

(i) the Development Commissioner indicates to the Head of Department concerned (Chief Engineer, Irrigation Department, in this case) well in advance the programme for setting up the blocks in different areas of the State and once this is done the Chief Engineer, should be free to operate the funds allotted for each block;

(ii) some periodical check on expenditure in CD/NES areas is exercised at the State level, and

(f) Efforts should be made to fix the target of irrigation for each village after proper appraisal of available water resources. The priority in which the schemes are to be taken up can there after be fixed by the Block Advisory Committee.

(iii) *Utilisation of Irrigation Potential* :

It has not been possible for one reason or another, to utilise fully, in many areas, the irrigation capacity provided. It has been reported that the un-utilised irrigation potential from major and medium irrigation schemes alone was about four million acres at the end of March, 1957. For instance, on the Tungabhadra Project the area actually irrigated by the Right-Low-Level canal is only 38,500 acres against 1,48,000 acres proposed. This is said to be due partly to field channels not having been constructed in sufficient length and partly to lack of desire among the cultivators to get adequate supplies of water. On Krishna Barrage, although the main barrage has been completed, it has not been possible to construct the shutters and many canal works owing to non-availability of steel. On Kadam Project although the headworks and the canal are ready, distributaries have not been constructed so far.

In U.P., many tube-wells are not functioning either because field channels (guls) have not been constructed in sufficient length so far or because power for energization is not available as yet. The obstacle in constructing the channels is the time taken in the acquisition of land and it is necessary to evolve some quick procedure for acquisition of land as according to the latest orders of the Government, no work can be started unless the land has been acquired and compensation paid.

As far as minor irrigation schemes are concerned, utilisation of water from private works constructed by individual cultivators is quite satisfactory, but it is not so in respect of minor works constructed departmentally. The question of fuller utilisation of irrigation water was discussed at the State Ministers' Conference at Srinagar in October 1957, when the following recommendations were made :—

(a) It is observed that the cultivators in several States are unable or unwilling to construct water courses for the conveyance

of water to all portions of the commanded area. It was, therefore, recommended that the State Governments should in such cases construct the water courses and recover the cost separately from the beneficiaries;

(b) On all public minor irrigation works where water rate is not being recovered a cess on the entire irrigable area should be levied. This would ensure funds for maintenance and would also serve as an inducement for using the water available;

(c) In order to encourage the full use of water in new irrigation schemes, water may be supplied at concessional rates during the first few years;

(d) Electricity rates for lift irrigation should be lower than those for industrial purposes. Efforts should be made to ensure that more electric power is made available in rural areas for agricultural purposes;

(e) Irrigation rates charged on old works and new works should be pooled together;

(f) An Irrigation Extension Service should be provided to ensure proper use of water; and

(g) There should be proper maintenance of completed minor irrigation works and funds required for this purpose should be allocated regularly from year to year. This aspect of the matter requires early attention of the State Governments.

This Conference may consider the above recommendations along with the following further suggestions :—

(i) The Advisory Board of the Tungabadhra Project have recently resolved that field channels should be provided at the cost of P.W.D. for 100 acres of light irrigation and 50 acres of heavy irrigation. State Governments may consider constructing these channels in a part of the length from the outlet head departmentally out of block funds under minor irrigation.

(ii) Even where the cultivators construct their field channels themselves, they are generally not suitably aligned or of proper section; neither is their length adequate.

Besides, the farmer does not realise fully their all role played by assured irrigation in improving crop production but considers that irrigation is only a protective measure against draught. It will be useful to arrange joint agriculture-*cum*-irrigation demonstrations for educating the irrigating public.

(iii) The schematic budget during the First Five Year Plan period contained provision for such demonstrations both in N.E.S.

and C.D. Blocks but no such provisions has been made during the 2nd Five Year Plan period. An effort was made to provide money both in the C.D. and N.E.S. budgets and accordingly State Governments were requested to transfer a sum of Rs. 10,000 from Education and Communications but none of the State Governments has actually done so.

(iv) It is desirable to make a proper assessment of benefits on completed minor irrigation schemes.

*Role of Peoples' Agencies*:

The need for promotion of minor irrigation through "self help" cannot be over-emphasised. Much available irrigation water is at present lost to the cultivator in its passage from the outlet head to the field for one or all of the following reasons :—

(i) The field channels are not properly aligned;

(ii) The field channels are not strong enough resulting in frequent breaches; and

(iii) Suitable village road crossings for field channels do not exist.

It is necessary to bring home to the cultivators the advantages of reducing the loss and wastage of water the minimum in order to utilise it as much as possible on the field, and to educate him to provide suitable crossings for his field channels, on village roads, to construct his field channels properly, and even to line them with bricks particularly in reaches where the soil is light.

Where other irrigation facilities are not available to the cultivator should be encouraged to build more and more pucca wells and make use of old village tanks wherever possible.

*Important recommendations of the COPP Team relating to Minor Irrigation to be brought up before Sub-Committee No. 1 meeting on 20th May afternoon.*

Para. 11.37 The responsibility of maintenance of Minor Irrigation Works should be placed on Panchayat Samiti or the Village Panchayat according to the size of the Work and cost of maintenance.

Para. 11.38 Water rates for the second crop should be reduced to encourage adequate crop.

## Main Recommendations and Conclusions

1. *Administration* : It was agreed that technical advice and guidance was necessary for the preparation of plans and execution of minor irrigation schemes, and that these should be made available, as far as possible, through the State Departments in-charge of irrigation. The recommendation made at the last Development Commissioners' Conference, *i.e.*, to have a Senior Irrigation Engineer for planning, examination and co-ordination of irrigation schemes of all departments and maintaining liaison with the Development Commissioner, was, therefore, reiterated.

2. *Progress in implementation of the Programme* : The Conference made the following recommendations in order to step up progress in the implementation of the programme :—

(a) The pattern of subsidy for the C.D. Minor Irrigation Schemes of all kinds should be the same as for similar G.M.F. Schemes. It was pointed out that the provision for subsidy in the schematic budget was only Rs. 40,000/- out of a total provision of Rs. 3·4 lakhs for minor irrigation and that this amount might not suffice in certain areas. The Conference recommended that the amount of subsidy might be increased in such cases.

(b) All Minor Irrigation Works executed in C.D. areas should first be charged to the C. D. budget up to the limit of the total ceiling for the blocks. This would make more G.M.F. funds available for non-C.D. areas.

(c) Periodical review of progress of expenditure in C.D. areas should be made at the State level so that the progress of annual expenditure may be evenly spaced out.

(d) In the pre-extension stage of a block, the Irrigation, Agriculture and Planning Departments should jointly survey and assess the irrigation potential of the block and decide upon the allocation of minor irrigation funds under the different categories, *viz.*, private and State works. After this is done, the amount earmarked for State managed works should be placed at the disposal of the Department in-charge of such irrigation works. This should also be publicized in the villages concerned.

3. *Utilisation of irrigation potential* : The Conference made the following recommendations in order to accelerate utilization of irrigation potential created :—

(a) The emergency provision of the Land Acquisition Act should be availed of in order to ensure speedy acquisition of land for construction of works.

(b) The distributaries and minors and necessary field channels should be constructed to synchronize with the completion of the dam or barrage so that it is possible to utilise the water as soon as it is available.

Field channels should be constructed by the beneficiaries on alignments given by the Irrigation Department. In cases, however, where the villagers do not construct the field channels, this should be done departmentally, and the cost of the construction recovered from the beneficiaries in whatever manner the State considers appropriate. In backward areas the State should bear the entire cost provided it does not exceed Rs. 15 per acre.

(c) The size of outlets should not normally exceed 1·5 cusecs discharge. Bigger outlets should be converted into minors.

(d) Particular attention should be paid to provide, wherever, necessary, adequate number of crossings on field channels like culverts, syphons, in order to avoid wastage of water.

(e) Demonstrations should be arranged by the Agricultural Department in Project areas to educate the cultivators in improved techniques of agriculture including suitable cropping pattern for irrigated conditions and optimum use of water.

(f) A short-term training in improved methods of agriculture should be given to the irrigation staff responsible for distribution of water, such as Ziladars, patrols, lascars, etc.

(g) States should consider levy of compulsory cess in areas provided with irrigation facilities.

4. *Role of People's Agencies* : The field demonstrations suggested in para 3(e) would help to stimulate self-help.

5. *Important Recommendations of the COPP Team* : The recommendations of the COPP Team were considered and it was felt that :—

(i) the responsibility for maintenance of field channels, and minor irrigation works should be placed on the beneficiaries concerned; but the Panchayat Samiti or the village panchayat may be empowered to undertake such works wherever necessary on behalf of the beneficiaries, and

(ii) concessional water rates may be charged for second crops in the initial stages.

## Co-operation

*Concrete steps necessary to ensure the provision of adequate and timely credit for credit-worthy purposes, particularly to the small primary producer in the sphere of agriculture.*

In the extension of rural credit through co-operatives the greatest difficulty in the past has been that a substantial proportion of agriculturists were considered non-credit worthy for advancing loans according to the rules and conditions generally prescribed. This is due, in part, to the importance attached by co-operatives to land as security for loans and to the inability of cultivators to offer security of this type. It may also be due to the fact that co-operatives are reluctant to extend loans to cover consumption needs. It is only the credit-worthy and, therefore, the well-to-do farmer who is able to secure credit from co-operative societies. This reliance on ownership, rather than the repaying capacity of the borrower, as the criterion of credit-worthiness has tended to keep co-operative credit beyond the reach of the majority of cultivators, who are medium and small. Thus the weakest strata of the community is almost virtually deprived of the co-operative source of credit. Apart from the inadequacy and maldistribution of credit, the existing system of co-operative finance rarely conforms to the basic principles of co-operation and good business which require that loans should be related to productive purposes, that repayment should be out of genuine savings or out of annual earnings but not from further borrowings.

2. Taking note of these conditions and in the context of the countrywide programme for increased agricultural production, the Second Five Year Plan laid great emphasis on the provision of adequate and timely credit to the primary producer based on the production capacity of the borrower and the credit-worthiness of the purpose rather than on the security of immoveable property. It is in recognition of this need that the Second Five Year Plan provides for the supply of Rs. 200 crores under short and medium-term credit to agriculturists through co-operatives during 1960-61, as against Rs. 52 crores supplied in 1955-56. The Plan also envisages the increase of membership of primary agricultural credit societies from 7·8 millions in 1955-56 to about 15 millions in 1960-61. The average loan per member is also expected to be increased to Rs. 100 by the end of the Plan period, as against the present average of Rs. 64.

3. To fulfil the objectives set out above, a reorganisation of the co-operative credit structure—organisationally and financially—is envisaged in the Second Five Year Plan. With a view to impart the necessary financial strength to the co-operative credit structure, the principle of State partnership in the share capital of credit institutions has been accepted and is at present being implemented. The policy of co-operative societies in regard to the provision of loans will be largely oriented towards loans for production purposes. Loans would be advanced by credit societies on the basis of production programmes and

anticipated crops, so that the so-called non-credit worthy primary producers are enabled to get loans. Small and medium cultivators will, by preference, be brought into the co-operative fold. To ensure proper use of funds, loans will be given as far as possible in kind in the form of seeds, fertilizer etc. The members will be persuaded to market their produce through the primary marketing society in the area.

4. The existing procedure for advancing loans is sought to be simplified with a view to avoid delays in their payment to the farmers. Marketing, processing and storage facilities will be developed and integrated with credit, so that a comprehensive system can facilitate supervision over the use of credit as well as its repayment and can better withstand the competitions of private moneylenders and traders. The principal aim of the all these measures is to enable the maximum possible extension of rural credit for the benefit of the primary producer, satisfying his need both from the point of adequacy and time and to provide the basis for the new structure of agricultural credit in the country.

5. The programme suggested by the Rural Credit Survey Committee has been implemented during the last two years and vigorous efforts are being made to extend credit facilities. The results are quite promising. In the year 1955-56, *i.e.*, before the introduction of the scheme of integrated rural credit, the Agricultural co-operatives advanced loans amounting to Rs. 52 crores. At the end of 1957-58, this figure is expected to be of the order of Rs. 100 crores. By the end of 1958-59, it will go up to Rs. 140 crores.

6. Detailed reports regarding results achieved in West Godavari, Broach and East Khandesh Districts confirm the above conclusions. The progress recorded by primary agricultural credit societies in these three districts may be seen from the following table :—

| Particulars | West Godavari Dt. 1-4-56 | West Godavari Dt. 31-12-57 | Broach District 30-6-55 | Broach District 31-12-57 | East Khandesh Dt. 1-10-55 | East Khandesh Dt. 31-12-57 |
|---|---|---|---|---|---|---|
| 1. Percentage of rural population covered by primary societies . . | 27 | 53 | 35 | 46 | 47 | 67 |
| 2. Agricultural Finance made available during the year (Rs. in lakhs) . | 28.75 | 83.17 | 77.90 | 165.50 | 169.00 | 219.00 (as on 30-6-57) |

It will be seen from the above table that the agricultural finance supplied by primary credit societies in West Godavari District rose three-fold. in Broach District it increased by more than 100 per cent. In East Khandesh District there was an improvement of about 25 per

cent. The membership of the societies has also recorded substantial improvement. In Broach district, efforts to link up credit with marketing have shown satisfactory results. The co-operatives are now marketing 40 per cent of the total cotton produced in the district as against 30 per cent before the scheme was launched. Ten co-operative societies have taken up processing of cotton with the help of State assistance. In the remaining two districts, a good deal of spade work has been done. Considerable progress has been recorded in construction of storage accommodation—in West Godavari and East Khandesh 15 such godowns and 17 godowns have been built.

7. Precise figures of the small and medium cultivators enrolled by the societies are not available. It is, however, known that in many societies, attempts are being made to admit this category of people. There is, however, initial hesitation in the minds of some persons which can disappear only gradually.

8. New techniques have evolved in the last 18 months in regard to the expeditious procedures by certain co-operative Central Banks. For instance in Vishakhapatnam District (Andhra Pradesh), every large sized society has been given a cash credit with which loans can be drawn by the society from the Central Bank and disbursed to the borrowers. As a result of this change, the societies have discountinued the previous practice of sending loan applications to the Central Bank for approval before payment of loans. In one of the taluqs (Anakapalle, Andhra Pradesh), the central Co-operative Bank has opened an account with the State Bank of India and authorized the societies to draw funds against cash credit sanctions. The scrutiny of the loan applications by the Bank's supervisor has also been dispensed with wherever the societies are maintaining paid and trained managers. On account of these and other modification in the procedure, considerable progress has been recorded. Large sized societies are able to disburse loans in about 7 days from the date of receipt of the demand for a loan. The power of registration of societies, registration of amendments etc. has also been delegated in a number of States to the District Co-operative Officer.

9. During the year 1958-59, special attention will have to be paid to the following important problems, (a) admission of small and medium cultivators, (b) introduction of simple procedures in all the co-operative banks which would obviate the delay in the disposal of the loan applications and (c) making available adequate and timely credit for credit-worthy purposes to the primary producer.

10. It may be considered by the Working Group as to what other practical steps are necessary to meet the problems referred above and to achieve the above objectives.

11. As regards finance for Cottage and Small Scale Industries, the Government of India has constituted a Working Group whose report is awaited. Action will be taken as soon as the recommendations are available.

# TRAINING

*Training of Co-operative personnel and members of societies*

The Co-operative personnel has been divided into the following four categories for purposes of training under the various training arrangements set up by the Government of India and the Reserve Bank of India under the aegis of the Central Committee of Co-operative Training :—

(1) An All-India Training Centre at Poona for the senior officers of the co-operative departments and key co-operative institutions.

(2) Five Regional Training Centres at Poona, Madras, Pusa, Meerut and Indore for the intermediate personnel of the co-operative departments and institutions.

(3) Co-operative Training Centres for Block Level Co-operative officers at Hyderabad and Gopalpur-on-Sea besides 6 more under organisation.

(4) Co-operative Training Schools for training the subordinate personnel of the co-operative departments and institutions which have been established or will be established in each State.

The staffing pattern of a C.D. or N.E.S. Block in Co-operation is that there should be a Block Level Co-operative Extension Officer in each Block. Considering the number of co-operative societies existing in a block, this officer is assisted by the necessary number of Sub-Inspectors, sometimes also called, Supervisors.

From the experience gained of the working in the field of the co-operative staff and on the basis of the reports made by two or three committees recently, the following suggestions are made for consideration by the Conference :—

(i) The training of a Block Level Co-operative Extension Officer should consist of two parts. Firstly, the orientation training of a suitable duration, say one and a half months. Secondly, the job training of a duration of not more than nine months.

(ii) The syllabus of the course of training of Block Level Co-operative Extension Officers should be suitably revised with a view to delete those portions which are unnecessary and to make them fall in each category mentioned above.

(iii) The instructors in charge of training of block Level Co-operative Extension Officers should themselves possess the necessary academic qualifications as well as experience of co-operative departments or co-operative institutions and should themselves be given orientation training and further refresher training, so that their knowledge of co-operative law and practice should remain up-to-date.

(iv) The staff-student ratio in a Training Centre should be reasonable, so that individual attention can be given to each trainee.

(v) There should be proper balance between practical work and theoretical work of a training course. Not more than 10 trainees be attached to an instructor for taking them to field for purposes of giving practical training.

(vi) The theoretical and practical training should have a continuous and concurrent co-relationship and it should be avoided that a long period of theoretical training is followed by another long period of practical training.

(vii) The instructors should pay visits to the field where the trainees after finishing their training are actually serving on their jobs and there they should observe to what extent the training imparted at the Centre has fitted the trainee to discharge the duties of his office.

(viii) In so far as it is possible, the person selected as a Block Level Co-operative Extension Officer should have a pre-acquaintance with the field work of a Block Level Co-operative Extension Officer before he is sent out for training in a Centre.

(ix) After the training is over and before a person actually takes over independent charge as a Block Level Co-operative Extension Officer, he may be attached to an experienced Block Level Co-operative Extension Officer for a period of a month or two so as to serve as an apprentice under the guidance of the above mentioned experienced officer, in order that when he takes up independent charge as a Block Level Co-operative Extension Officer, he has no doubts or misgivings left in his mind and is able to discharge his duties efficiently.

(x) The training imparted at the Regional Training Centres for the intermediate personnel of the co-operative departments and institutions should be one and the same as for the Block Level Co-operative Extension Officers.

In the senior officers' course at Poona as well as in the training courses being given at the co-operative training schools for sub-ordinate personnel of the co-operative departments and institutions as also the special courses for intermediate category, the present syllabi should be subjected to proper scrutiny and suitable changes should be made therein.

*Training of Members of Co-operative Societies*

The objective of member education is broadly to equip a member or a prospective member to be a strong support to the co-operative movement. There are some concrete purposes which should be achieved through member education; for instance—

(i) how to make a member actively interested in his co-operative society?

(ii) what steps should be taken to develop managerial skill amongst the people—members and prospective members, so that in course of time, co-operative organisations could be properly conducted by the members themselves?

Member education has to answer questions such as these.

The All India Co-operative Union is the chief non-official organisation which aided by the State Co-operative Unions (where these do not exist, the All India Co-operative Union is taking steps to set them up) is providing facilities for co-operative education and training to members of co-operative societies, members of managing committees of co-operatives societies as well as the office bearers of co-operative societies. In 1956, this All India Co-operative Union started pilot schemes of co-operative education in the States of Bihar, Madhya Bharat, Saurashtra and Delhi. There were six peripatetic units: two each in Bihar and Saurashtra and one each in Delhi and Madhya Bharat and each mobile unit consisted of two inspectors of co-operative societies. As a result of the experience gained of the working of these training units, the All India Co-operative Union prepared a scheme aiming to train 30,000 office bearers, 1,50,000 managing committee members and 7,50,000 members and prospective members of co-operatives by the end of the Second Five Year Plan period. The scheme has already been started in 55 districts all over India and these districts were those in which Community Development and National Extension Service Blocks were started in the year 1952.

The membership of co-operative societies is expected to rise to 150 lakhs by the end of the Second Five Year Plan period.

The abovementioned scheme only aims at training 7,50,000 members and prospective members.

It is, therefore, for consideration of the Conference:

(a) How best the abovementioned lag in providing arrangements for co-operative education by the Indian Co-operaive Union could be removed?

(b) How best and to what extent the State Departments of Co-operation can contribute to the programme of member education?

(c) In what manner the help of voluntary organisations like the Bharat Sewak Samaj, the Central Social Welfare Board, the Bharat Sadhu Samaj, etc., etc., sought and utilised for spreading co-operative education ?

## Main Recommendations and Conclusions

### ADMINISTRATION

*Concrete steps necessary to ensure the provision of adequate and timely credit for the credit-worthy purposes, particularly to the small primary producer in the sphere of agriculture*

A review of the position in different States indicated that there has been an increase in membership of societies as well as in out-flow of credit through co-operative channels both in respect of credit-worthy and so called non-credit-worthy persons. Separate statistics were, however, not available in respect of the non-credit-worthy persons.

It was also revealed that inspite of genuine attempts made to liberalise and simplify the procedures and the co-operative bye-laws and to increase the quantum of finance available by methods like increase in the membership, increase in share capital and deposits, the credit being made available was not enough to meet a substantial portion of the total requirements for agricultural credit, due to shortage of funds.

The Conference, therefore, recommended that the Reserve Bank of India should consider increasing its limits of accommodation, both for co-operative credit and marketing, on the basis of the recommendations made at the Srinagar Subject-matter Seminar in October 1957.

The Conference recommended that a detailed study should be made both of the large-sized and small-sized co-operative societies so as to bring out the factual position regarding (i) extent of the coverage of families (ii) extent of promotion of thrift as reflected in deposits (iii) extent of credit extended to those whom banks would not offer credit under the present rules (iv) punctuality of repayment (v) over-dues position and how it compares with over-dues in respect of taccavi loans. States should keep the Planning Commission, the Ministry of Food and Agriculture (Co-operation) and the Ministry of Community Development informed of their assessment of the position on the above lines and should constantly review steps necessary to meet the requirements of the situation.

*Training* :

*Training of co-operative personnel and members of societies* :

(i) Orientation training to Block Level Extension Officers (Co-operation) should be given for one and a half months in addition to the job training for ten and a half months.

(ii) In the syllabus for the training of Block Level Extension Officer (Co-operation) there should be provision for training in the various

State laws and practices. Lectures on these subjects should be given by the Experts of the State Governments concerned.

(iii) Instructors should be given orientation training and further refresher training.

(iv) The staff student ratio should be reasonable and, for practical training, ten trainees may be attached to an instructor.

(v) Theoretical and practical training should have concurrent co-relationship. A long period of theoretical training followed by another long period of practical training should be avoided.

(vi) Instructors should pay "follow up" visits to blocks where persons trained by them are working.

(vii) Pre-acquaintance with field work should be arranged before a Block Level Extension Officer is sent to a training centre.

(viii) After training, and before taking independent charge, the Block Level Extension Officer may be attached to an experienced Block Level Extension Officer for a month or two.

(ix) The question whether the training of co-operative personnel at the regional training centres and the Block Level Extension Officers' Training Centres should remain separate as at present or not, should be further examined jointly by the Ministry of Food and Agriculture and the Ministry of Community Development.

*Training of members of co-operative societies* :

(a) The Conference expressed the view that a single organisation should undertake the responsibility for the training of members.

(b) Short duration camps like Gram Sahayak Camps should be organised for the training of members and prospective members by the State Departments of Co-operation.

(c) The assistance of voluntary organisations equipped to conduct training should also be available to the Co-operative movement, but these should work through the existing non-official organisations already working in this field *viz.*, the All India Co-operative Union and the State Co-operative Federations and Councils and Supervisory Unions.

The Conference also recommended that the promotion of member education should be laid down as one of the important duties of the Block Level Extension Officer.

### (i) *Higher priority for certain village industries such as Ambar Charkha, tanning, bricks and tile making, blacksmithy (manufacture of agricultural implements) and village pottery means to ensure this priority in actual implementation*

The Development Commissioners' Conference held at Mussoorie, during April, 1957, considered a proposal circulated under the cottage industries programme, regarding a minimum programme for three years for cottage and small scale industries to be undertaken in each Block. According to that proposal the minimum programme was to include the following industries which have more or less a universal application in all the Blocks :—

(1) Blacksmithy, including tin smithy.
(2) Bricks and Tile making.
(3) Carpentry.
(4) Leather goods.
(5) Tailoring.
(6) Khadi spinning and weaving, including Ambar Charkha.
(7) Ghani Oil Crushing.
(8) Soap making.
(9) Flaying and tanning.
(10) Bee keeping.
(11) Weaving Handloom.
(12) Village Pottery.
(13) Handicrafts (cloth printing, mat making, toy making, embroidery, knitting, etc.)

2. The Conference recommended that the Block staff would undertake the preparation of the programme for cottage and small scale industries in the manner indicated in the notes on minimum programme circulated at the Conference for such of the 13 industries referred to above, as have scope for development in each Block.

3. In accordance with the patterns of the respective Boards and Khadi Commission it is estimated that approximately the following amounts are required for a minimum programmes referred to above :—

| | Rs. | Rs. |
|---|---|---|
| (*a*) *Village Industries :* | | |
| (1) Oil Ghani 'ndustry (one model centre and loan for 20 oilmen) | 21,000 | |
| (2) Bee-keeping for introducing 100 beehives | 3,200 | |
| (3) One C class soap making model unit | 16,400 | |
| (4) Tanning Industry (a model unit and also provision for constructing 15 new pits and 20 old pits) | 21,000 | |
| (5) Village Pottery | 13,000 | |
| | 74,600 | 74,600 |

(*b*) *Small Scale Industries*

| | Rs. | Rs. |
|---|---|---|
| (1) Blacksmithy . . . . . . . . . . . | 18,000 | |
| (2) Carpentry . . . . . . . . . . . | 12,000 | |
| (3) Bricks & tile making . . . . . . . . | 15,000 | |
| (4) Leather goods making . . . . . . . . | 18,000 | |
| (5) Tailoring . . . . . . . . . . . | 12,000 | |
| | 75,000 | 75,000 |
| (*c*) Handicrafts . . . . . . . . . . . | 30,000 | 30,000 |
| GRAND TOTAL . | 1,79,600 | |
| | or 1.8 lakhs. | |

(d) As regards handloom, silk and coir industries, they are more or less located in certain areas and it is presumed that depending on the financial resources available the respective Boards would give priority for schemes for development of those industries to be started in pilot projects and Community Development Blocks.

(e) As regards Khadi and Ambar Charkha these industries are started by and large by registered institutions and State Boards. The State Governments, therefore, generally do not undertake production of khadi except in Madras. Besides, the Commission is taking steps to start a programme of Ambar Charkha in each Community Development Block, which is implemented through the registered institutions, State Boards and Co-operative Societies, and, therefore, no funds are normally required to be allotted to State Industries Department for the purpose.

4. In this connection it is stated that no financial provision is made for cottage industries in the schematic budget for post-intensive blocks except that there is an Extension Officer (Ind.) for each block under the National Extension Service staffing pattern. As regards C.D. Blocks besides the provision of an Extension Officer (Industries) a sum of Rs. 50,000 is provided as grant-in-aid to the State Governments for a period of three years of intensive development of a block. It is now proposed, as a result of Balwant Ray Mehta Committee's recommendations to provide Rs. 65,000 for cottage and small scale industries under community development block budget for a period of five years. The provision under C.D. budget is mainly used for training artisans through peripatetic demonstration centres, for giving stipends to trainees who are deputed from the area to established technical institutions and to assist industrial co-operatives etc.

5. Approximate overall provisions for cottage and small scale industries for 1958-59 inclusive of Central assistance and direct Central expenditure but exclusive of States contribution for the country are likely to be the following :—

| | Rs. in crores. |
|---|---|
| (1) Handlooms | 5·07 |
| (2) Handicrafts | 1·11 |
| (3) Silk Industry | 0·99 |
| (4) Ambar Charkha | 5 |
| (5) Village Industries | 4·27 |
| (6) Traditional Khadi & other schemes | 3·5 |
| (7) Small Scale Industry | 4·39 (excluding Rs.4 crores for centre schemes) |
| (8) Industrial Estate | 1.5 |
| (9) Coir | 0.22 |
| (10) Powerlooms | 1.88 |

6. The funds required for the implementation of the programmes in Punjab areas have to come from the overall allotments for cottage and small scale industries referred to above and the small amount provided under C.D. budget is only a nucleus amount to be used normally for purposes mentioned in paragraph 4. Discussions were held for determining the allocations with the Ministry of Commerce and Industry, Khadi and Village Industries Commission, Handicrafts Board and others. The position as it has emerged for 1958-59 is as follows :—

(a) Khadi and Village Industries Commission allotted Rs. 82 lakhs for village industries for the current financial year (1957-58) and cheques for these amounts have already been sent to the State Governments. These amounts would be available with the State Development Commissioners for implementation of the various schemes sanctioned for a year from the date of sanction.

As regards 1958-59, the Commission has agreed to allot about Rs. one crore for village industries in pilot projects, post-intensive and C.D. Blocks in the various States. The States also have been asked to indicate their preference for any village industries that are more suitable in the respective States as that could be taken into consideration

while the Commission makes industry-wise allotment of funds out of Rs. one crore. (In a State where a statutory Board is functioning, these amounts will be placed at its disposal for implementation of the programme in blocks.)

(b) As agreed to between the Ministry of Community Development and the Commission, a programme of Ambar Charkha in each post-intensive and C.D. Block has to be implemented.

(c) The Ministry of Commerce and Industry had issued instructions to State Governments to earmark a minimum of 25 per cent of the funds allotted for small scale industries for 1958-59 to the States to be spent in pilot projects, post-intensive and C. D. Blocks.

(d) The all-India Handloom Board has not been able to make specific allocations but as requested the State Governments have to spend at least 25 per cent of the amounts sanctioned for development of the handloom industry for the State for 1958-59 in the Blocks.

(e) Handicrafts Board is considering a scheme to undertake development of handicrafts for 1958-59, particularly for women in about 250 C.D. and Post-intensive Blocks in the country. It is expected that the scheme will be finalised shortly.

(f) The Central Silk Board has intimated that it would consider schemes for development in suitable project areas on merit and priorities for schemes from those areas will be given by the Board.

(g) As regards the Coir Board it is expected that in areas where coir industry is suitable the Board will give priority for schemes from the project areas.

7. The main difficulty which the State Governments have been expressing in implementing the minimum programme has been the paucity of funds. However, it is hoped that they have been taking action on this Ministry's circular dated 15th November, 1957 requesting them to pool together financial resources and draw up a plan for development of cottage and small scale industries for each block. In this connection it is stated that the provisions under C.D. budget is not further utilised.

8. Another problem is that the Extension Officers (Ind.) are not available in all blocks. About 600 Extension Officers (Ind.) are trained by the Mahavidyalayas of the Khadi and Village Industries Commission and the regional institutes. They have been posted in the blocks. Arrangements have now been made to train 800 Extension Officers (Ind.) per year. For obvious reasons preference should be given for industrial development to those blocks where Extension Officers (Ind.) are posted.

9. In view of the paucity of funds and also shortage of Extension Officers (Industries) it is now suggested that the programme should be taken up in about 600 blocks where Extension Officers (Ind.) are available and it should consist of one Ambar Charkha unit, one model tannery, bricks and tile making, blacksmithy (manufacture of agricultural implements) and one village pottery unit for each block.

(a) *Ambar Charkha* : As referred to earlier, the finance for this is being provided by the Commission to State Boards and registered institutions and it is hoped that with the active participation of all concerned this programme will be implemented in all the blocks. Active people's participation as well as co-operation by Government officials is necessary to consume the Ambar Charkha cloth, particularly locally.

(b) *Bricks and Tile Making* : There will be an ever increasing demand for the manufacture of bricks and tiles as a result of increased housing activities, construction of sanitary wells, pavement of village streets and drains, construction of bunds for irrigation tanks and irrigation channels and also increased activities for community buildings like schools, health centres, panchayatghars, recreation centres etc. It is estimated that on an average about 7 to 10 lakhs bricks yearly are required for a block. This programme offers an excellent opportunity and helps other development activities in providing necessary bricks, besides giving employment to a number of families. Brick making should be treated as an integral part of the programme for each block. Funds for this industry may normally be found under provision for small scale industires.

(c) *Village pottery* : The village potters have been engaged in the past on making earthen utensils, crude toys, hookas, oil cup lamps etc. They are now to switch on their production to cater to the new demands such as smokeless chullahs, drain pipes, water seals for pit latrines, water filters etc. They could also be employed in bricks and tile making. A model unit on the lines recommended by the Khadi Commission may be started in each block.

(d) *Tanning* : Perhaps tanning is the most important cottage industry, next to handloom. The raw materials, namely, hides and skins, are available in all the blocks. At least one co-operative society should be organised per block for tanning and improved methods of tanning should be introduced. This industry may be organised on the lines suggested by the Khadi Commission.

(e) *Blacksmithy* : Blacksmith is an absolute necessity for each block to manufacture improved types of agricultural implements, to cater to the need of increased housing activities for supplying iron fittings, besides their usual line of production *i.e.* manufacture of Persian Wheels, buckets, cart wheel tyres and axles etc. In future the village blacksmith will be engaged more and more on maintenance, repairs

and servicing and he will also have to specialise in such lines as repairs of pumps, tractors, repairs to cycles and improved agricultural implements, replacement of simple parts of Ambar Charkha, manufacture of various tools required for village industries etc. Funds for this will come under the provision for small scale industries.

10. *Points for consideration* : (i) As funds are not available to undertake a programme in all blocks the highest priority to be fixed for starting a bare minimum programme for 1958-59 for about 600 blocks where Extension Officers (Ind.) are in position and the following industries should be given the highest priority :—

(1) Ambar Charkha.

(2) Bricks and tile making.

(3) Tanning.

(4) Blacksmithy and tin smithy.

(5) Village pottery.

Funds for these industries should be found from the various allocations of the Ministry of Commerce and Industry, Khadi Commission and also from the provision under C. D. Budget.

(ii) Targets should be fixed for organising industrial co-operatives in these 600 blocks for undertaking these industrial activities.

(iii) As regards the remaining 1500 blocks, the following programme will mainly be undertaken for 1958-59, out of the nucleus financial provision of Rs. 50,000 as grant-in-aid for three years or Rs. 65,000 for five years as the case may be :—

(a) Training centres particularly peripatetic training will be organised to improve the skill of existing artisans in the block.

(b) Stipends will be paid to trainees who are selected from the block and deputed to permanent training institutions for basic training in the various trades of cottage and small scale industries.

(c) Industrial Co-operatives will be promoted and assisted by providing financial assistance for employing technical and managerial staff.

**Annexure to Agenda item 1(5) (i)**

## *BRICK MAKING FOR A BLOCK*

I. *Estimated requirements of bricks* : The estimated Government expenditure for a C.D. Block indicates that the non-recurring funds allocated for various developmental works which relate to constructional activities and are, likely to require bricks, are as under:—

| | Lakhs of Rs. |
|---|---|
| 1. Block Headquarters (Project Office, Seeds Stores, Information Centre, etc.) | 0·25 |
| 2. Irrigation/Reclamation | 4·00 |
| 3. Health & Rural Sanitation (Dispensary Buildings) | 0·10 |
| 4. Drinking water supply | 0·50 |
| 5. Drainage & Sanitation | 0·25 |
| 6. Education (Schools etc.) | 0·50 |
| 7. Communication | 1·00 |
| 8. Rural Arts, Crafts & Industries | 0·25 |
| 9. Housing for Project staff | 1·00 |

These provisions include also other items of costs like Equipment, Furniture, tools and plants etc. etc., and also labour (such as earth-work).

II. It is estimated that for Irrigation works only 5-10 per cent of the expenditure allocated is likely to be consumed for masonry work, while for 'Drinking water Supply', only about 5 per cent of the amount can be fairly ascribed to the constructional requirements. For drainage and Sanitation about 20 per cent of the expenditure is likely to be expended on masonry work. For putting up school buildings about Rs. 10,000 would be required, and so also for Rural Arts and Crafts and Industries the cost of various structure and sheds required will come to about Rs. 10,000.

III. An attempt has been made to deduce the expenditure likely to be incurred on bricks alone from the cost of these various constructions under different heads. It is estimated that for all masonry structures about 15 per cent of the cost is accountable to bricks alone, while for minor irrigation 50 per cent of the cost will be on account of bricks.

For Communication the case is different. It is estimated that for soling or paving about 60 bricks are required per foot length of Pucca Road *i.e.*, about 3 lakhs of bricks per mile. It is presumed that the total mileage of pucca approach roads constructed for villages in a block will come to a minimum of about 5 miles on the average. Therefore the requirements of bricks on this account alone will come to 15 lakhs in a block.

The expenditure likely to be incurred on bricks for the other items has been worked as under :—

| | Rs. |
|---|---|
| 1. Block Headquarters (Project Office, Seeds Store, Information Centre.) 15% of Rs. 0·25 lakhs . . . . . . . . . . . | 3,750·00 |
| 2. Irrigation : 5—10% of the expenditure *i.e.* about 0·3 lakhs is accountable to masonry work. Major portion of the allocation is more reasonably accountable to earth work, pumping sets, persian wheels, etc. etc. 50% of Rs. 0.3 lakhs. . . . . . . . . . . . | 15,000·00 |
| 3. Health and Rural Sanitation (Dispensary Buildings) 15% of Rs. 0·1 lakh. . . . . . . . . . . . | 15,000·00 |
| 4. Drinking water : 5% of the allocation *i. e.* Rs. 2500 are accountable to masonry work 15% of Rs. 2500. . . . . . . . . . . | 375·00 |
| 5. Drainage and Sanitation : 20% of allocation *i. e.* Rs. 5000 are accountable to masonry work 15% of Rs. 5000. . . . . . . . . . . | 750·00 |
| 6. Education (School Buildings) 15% of Rs. 10,000. . . . . . | 1,500·00 |
| 7. Rural Arts, Crafts and Industries (Buildings and Sheds) 15% of Rs. 10,000. . . . . . . . . . . . | 1,500·00 |
| 8. Housing for Project staff 15% of Rs. 1 lakh. . . . . . . | 15,000.00 |
| TOTAL . | 39,375·00 |

Say about Rs. 40,000.00 in all.

The average cost of burnt bricks is Rs. 20 per thousand. Therefore,

| | |
|---|---|
| 1. The total No. of bricks required for all structural/masonry works under the above Heads comes to $\frac{40,000 \times 1000}{20}$ | 20 lakhs |
| 2. No. of bricks required for Communication alone . . . . . | 15 lakhs |
| TOTAL . | 35 lakhs |

Hence for a Community Development block (Basic type) having C. D. block period of three years, about 35 lakhs bricks will be required.

Besides the various activities referred to above with the aid of Government expenditure, there are activities for housing, sanitation and irrigation which would be undertaken in the projects but exclusively financed by the people. It is difficult to make any estimate about the requirements of bricks for these various activities directly financed and undertaken by the people. However, it is estimated that 1 per cent

of the houses in the block will be repaired per year. About 1000 bricks per house might be required for repairs and the total requirement will be a lakh bricks for repairs. Similarly, it is expected that about 10 new houses will come up in a block during a year and another one lakh bricks will be required for that purpose. For about 10 wells and also for drainage and other purposes, it is estimated, that another one lakh bricks will be required. The estimated requirement of bricks for all these activities is about 3 lakhs per block per year.

Apart from these constructions, in blocks where rural housing schemes have been taken up, the requirements of bricks will considerably increase. To have an idea about the requirements of bricks, an estimate has been made as under.

During the Second Five Year Plan period provision of 10 crores of rupees has been made to cater for constructing 1,33,000 houses in 5,000 villages. About 10,000 bricks would be required to construct one rural house.

Therefore, the total number of bricks needed would be 1,33,000 × 10,000 *i.e.*, 1·33 × 10·9 bricks. This number of bricks would be required in 5,000 villages spread over the country. The scheme for rural housing has been initiated so as to cover 5 villages under one development block. So, the total number of blocks requiring 1·33 × 10·9 bricks will be 1000.

Hence the bricks required per block for Rural Housing Scheme comes to 1·33 × 10·9 *i.e.*, 13·3 lakhs.

IV. The optimum economic capacity of trench for kiln is stated by U.P. to be between 2·5—6 lakhs. About 20 lakhs of bricks should be obtainable from one treanch kiln during a season *i.e.*, October to June, to make it an economic proposition. The estimated capital investment on such a kiln is Rs. 20,000 and about 80 persons are employed one kiln.

There will be no wastage of bricks as over burnt, half burnt bricks and brickbats will be used for construction of roads.

In view of our estimated requirements of about 12 lakhs bricks a year, one U.P. type rotary kiln, having capacity between 2·5—6 lakhs of brick, or alternatively a number of indigenous type of brick kiln known as 'Pajawas' or 'Madani Bhatta' is required for a block. Since the requirements of bricks will be spread over a period of about 3 years or more, the latter type of 'kilns' *i.e.*, 'Pajawas' are more suited to meet requirements of rural areas. Very simple equipment like a few Brick Moulds, spades, baskets, shovels etc. etc. costing a few hundred rupees are required in all. The total capital investment is in proportion to the capacity. For a one lakh capacity type it is estimated to be about Rs. 6,500. The number of persons that can be employed on the 1 lakh type 'Pajawa' is about 15.

V. The cost for manufacturing bricks varies from place to place. The following figures are given as an illustration :—

| | |
|---|---|
| 1. Moulding :— | |
| 2 adults and one child can mould between 1000 to 1500 bricks per day . . . . . . . | Rs. 4 to 5 day/pair. |
| 2. Loading . . . . . . . . . | As. -/12/- to Re. 1 for 1000 bricks. |
| 3. Unloading . . . . . . . . . | As. -/12/- to Re. 1 for 1000 bricks. |
| 4. Stacking . . . . . . . . . | As. -/12/- to Re. 1 for 1000 bricks. |
| 5. Land water and other accessories . . . . | As.-/8/- per 1000 bricks. |
| 6. Burning . . . . . . . . . | Re. 1 to Rs. 1/4/- per 1000 bricks. |
| 7. Interest on capital and supervision etc. . . . | As. -/8/- per 1000 bricks. |

The total cost of production comes to about Rs. 15 to Rs. 16 per 1000 burnt bricks while the normal prevalent average selling prices are of the order of Rs. 20 to Rs. 22 per 1000 bricks. Of course in certain areas bricks cost today even Rs. 40 per 1000 and more.

VI. Slack coal or coal dust is prefered as a fuel, but supply is restricted due to railway bottle-necks. Burnt cinder, country rubbish, dry leaves etc. serve as inferior fuel and are widely used.

VII. In the initial stages of introducing the brick making industry in block areas, necessary technical guidance has to be provided by the State Government. For that purpose a peripatetic demonstration party consisting of one Instructor and one skilled helper, is suggested. This party will move from block to block demonstrating the improved methods of brick and tiles manufacture. States which are short of such technical personnel, may initiate a technical training programme.

VIII. *Integrated part of programme* : Brick manufacture can be undertaken practically in all the blocks. Hence a conservative demand of 14 to 20 lakhs of bricks per block per year should be met by promoting brick manufacture and it should be an integrated part of Community Development activity for each block.

*Basis for calculating fixed and working capital for pajawas.*

## *Equipment cost :*

*Fixed Capital*

| | | | Rs. |
|---|---|---|---|
| 1. | Cost of 12 nos. of moulds (Average life of mould is 3 months and at a time 4 moulds work to produce about 1 lakh of bricks/month.) | @ Rs. 10 per mould. Cost of set of 4 moulds. | 30.00 |
| 2. | Cost of 8 nos. of spades | @ Rs. 5 each. | 40·00 |
| 3. | Cost of baskets 16 nos. | @ Rs. 1/8/- each. | 24·00 |
| 4. | Cost of shovels 4 nos. | @ Rs. 10 each. | 40·00 |
| 5. | Cost of 4 Donkeys | @ Rs. 100 each. | 400·00 |
| 6. | Cost of bags for Donkey's to carry bricks, 6 nos. | @ Rs. 5 per piece. | 30·00 |
| 7. | Cost of water buckets and other sundry, 4 nos. | @ Rs. 4 each. | 16·00 |
| 8. | Towards the payment of lump sum amount of land/lease | | 1000·00 |
| 9. | Miscellaneous | | 100 00 |
| | | TOTAL | 1680·00 |

Say Rs. 1700·00

Max. Rs. 2000.

*Working Capital* :

| | | Monthly/ 1 lakh of bricks. |
|---|---|---|
| Towards payment of wages to 4 Moulders | @ Rs. 5 per 1000 bricks. | 2000.00 |
| Towards payment of wages for carting & slacking four persons. | @ Rs. 1/12/- per 1000 bricks. | 700·00 |
| Towards loading charges for making Pajawa—2 persons | @ Rs. 1/12/- | 300.00 |
| Towards water charge | @ Rs. 50 | 50·00 |
| Extra towards purchasing cow-dung and manure etc. Maximum requirement of coal, say 50 maunds. | @ Max. 100 | 100·00 |
| Miscellaneous | | 50 |
| | TOTAL | 2200·00 |
| For first two months he has to pay the working expenses till his sales proceeds are realised. | | 4500·00 |
| | | 2000·00 Fixed. |
| | TOTAL | 6500·00 |

(ii) *Industrial potential surveys of pilot projects and follow up programme.*

While initiating 26 pilot projects, it was emphasised that the programme for these projects should be taken up under two categories:—

(a) Immediate programme.

(b) long range programme.

As regards immediate programme certain *ad hoc* schemes were sanctioned by the All India Boards and the Khadi and Village Industries Commission and they are under implementation.

2. As regards long range programme a detailed survey was suggested. Broadly such a survey in a project would involve:

(a) an assessment of resources, human as well as material, required for manufacturing units, which are available in the area, or can be imported from outside at reasonable cost;

(b) an analysis of existing and potential demand for manufactured goods in the area and of outside demand that might be met from industrial units in the areas; and

(c) selection of manufacturing lines in which the industry characteristics best match the area's demand and resources.

With this object broadly in view the survey work in pilot projects was undertaken and certain outline about the methodology of the survey was discussed at the Rajgir Seminar held in February, 1957, and approved. The following resolution was adopted by the Rajgir Seminar :—

"Guide lines for drawing up an integrated plan for development of cottage and small scale industries for a Pilot Project area are best laid down after the final report of the survey team on the industrial potential of the area has been received and studied. The Pilot Plan prepared for the purpose will have to pay special attention to the interrelationship between different types of industries and should be kept as flexible as possible.

The Seminar considered that the detailed criteria laid down for new industries and existing industries in the supplementary note circulated could well serve as a set of guide lines at the time of formulation of the integrated plan referred to above, based on the final report of the Survey Team".

3. The Investigation Teams of the 4 Small Industries Service Regional Institutes at Calcutta, Bombay, Madras and New Delhi, have completed surveys in the following 12 areas :—

| | |
|---|---|
| (1) Andhra . . | East Godavari (Kakinada-Peddapuram). |
| (2) Bihar . . | Bihar Bhang Sarai Barbigha C. P. Area. |
| (3) Bombay . . | Kolhapur Distt. (Karnear-Panhala Tehsils). |
| (4) Madras . . | Coimbatore (Gobe-Erode-Bhawani-Dharampuram Tehsils). |
| (5) Punjab . . | Gurdaspur District (Batala Tehsil). |
| (6) Uttar Pradesh . | Deoband District Saharanpur. |
| (7) West Bengal . | Baruipur Block. |
| (8) Saurashtra . . | Sorath District (Manvadar-Vanthali Tehsils). |
| (9) Travancore-Cochin | Nayyattinkara-Villavancode Area (Trivandrum District). |
| (10) Bhopal . . | Sehore and Raisen Distt. (Goharanj) Huzoor Sehore, Ichawar Tehsils. |
| (11) Orissa . . | Banjannagar. |
| (12) Pepsu . . | Dhuri Malerkotla. |

Out of the above areas reports on 8 projects namely, Kakinada (Andhra), Erode (Madras), Deoband (U.P.), Manvadar Vanthali (Bombay), Russelkonda (Orissa), Bihar Shriff (Bihar), Dhuri Malerkotla (Punjab) and Baruipur (West Bengal). Projects have been circulated to State Governments and the All India Boards/Commission. It is expected that the reports of other projects would also be available soon.

4. As already referred to above these industrial potential surveys are a pioneering venture in our country. Excepting in Japan perhaps no other Asian country has been attempting such surveys. Dr. Staley, who was formerly with the Ford Foundation, had been giving initial guidance and he had left for United States. It may be said that much more could be done in improving these reports but taking into consideration the preliminary and pioneering nature of the work, these reports are considered helpful in drawing up a plan for the development of cottage and small scale industries in the pilot projects and also in giving experience for conducting such surveys in other areas.

The reports present statistical and other data pertaining to industries and the resources in the area. They contain an analysis of the human and material resources available in the pilot projects indicating how far they could be utilised for organising industrial production. Existing industries in the areas have been examined, their demand outlook studied, competitive situation indicated and general scope for expansion estimated. On the basis of the probable development of demand for manufactured goods in the project area and in the immediate neighbouring areas, new units for existing industries have been recommended bearing in mind several principles of selection indicated in the Guide Note. New industries have also been suggested in cases where the teams had adequate evidence on the basis of analysis and of alround enquiry to justify the same.

5. Model draft schemes on the recommended new industries, prepared by the technical sections of the Regional Institutes have been presented in the reports. These schemes obviously will have to be suitably changed when entrepreneurs actually come forward to start industries in suitable places. These model draft schemes have to be taken as guide schemes. The reports also have spotlighted some of the important problems facing the industries. They have also indicated concentration of artisans which might be of assistance in starting extension centres in the rural sector or planning visits for peripatetic technicians entrusted with the task of training village artisans. The reports also present an analysis of the level of living of the people of the area, indicating the trend of demand for manufactured products and the striking consumer preferences that are developing in the area.

6. These reports are expected to assist in drawing up plans for coordinated and integrated development of cottage and small scale industries in the area. From this angle some of the reports appear to be not very comprehensive. The coverage of village industries particularly the industries handled by some of the Boards excluding Small Scale Industries Board and the Khadi Commission should have been more thorough than what is presented in the reports. It is hoped that the reports of the second lot of 12 pilot projects would contain a more satisfactory picture of the cottage and small scale industries and their problems and also the scope of development of the such industries in those areas.

7. The teams have also made certain recommendations for large industries which perhaps was not expected from them because these were projects for cottage and small scale industries. However, there was no harm in pointing out *prima facie* economic justification for a large industry but they need further examination and study by competent and authorised bodies in that field. Large industries also could be considered in the context of promoting small-scale industries for supplying parts and components for large industries.

8. While the reports contain certain recommendations for promoting existing industries and starting new ones they do not indicate any definite development plans for the cottage and small scale industries in the area.

9. In a few places where technical improvements are to be effected in the existing industries it was found that recommendations were not specific and needed details to support them. It is hoped that when reports on the other areas are brought out this aspect will be taken into consideration.

10. Coimbatore Seminar considered these industrial potential surveys for pilot projects. It recommended that surveys for all pilot projects should be completed as early as possible. It was also suggested by the Coimbatore Seminar that the survey teams should include in their

recommendations the scope for ancilliary industries in the pilot project areas and also cover more adequately the prospects of cottage and small scale industries. It was pointed out at the seminar that industrial potential surveys were being prepared by the regional institutes after consulting the technical persons concerned in small scale service institutes and also outside when necessary. It was further recommended by the Coimbatore seminar that such of the industries which had good scope for expansion should be given a rating as was being done in the case of industry outlook reports indicating priority for development.

11. As referred to earlier 8 reports for pilot projects have already been forwarded to the State Governments for implementation of the recommendations. They were also asked to let the Ministry know their views on these reports. It is suggested that representatives of these State Goevrnments who have received rports, namly, Orissa, Bihar, Punjab, West Bengal, Andhra, Madras, U.P. and Bombay may particularly enlighten the conference about their views on the survey reports and the action taken on them so that the conference might come to useful and practical decisions. It will be very useful if these State Governments circulate the actual plans drawn up based on the survey reports for implementation in the pilot projects.

12. While considering the follow up of these survey reports the conference may bear in mind the objectives and scope of pilot projects which were defined as follows:—

(1) develop cottage and small scale industries in the pilot projects in a co-ordinated and integrated manner taking into consideration the various schemes of the five All India Boards and the Khadi Commission.

(2) develop a pattern of industrial extension service, that would be necessary in undertaking a rural industrial programme in C. D Blocks and N.E.S. areas.

(3) act as laboratories for controlled observations to find possible solutions to problems that have come up in the field of cottage and small scale industries.

(4) study the possibilities of planning for rural industries with people's participation.

(5) study the possibilities of developing market for products of cottage industries locally with the participation of people and project staff.

(6) assess experiences of these pilot projects and make use of such experiences in the field of development of cottage and small scale industries in other C. D. Blocks and N.E.S. areas in the country.

13. With regard to the follow up programme of these survey reports the following points may be considered by the conference :—

(1) Would the conference recommend that a plan for the development of cottage and small scale indutries for these areas should be drawn up for implementation for a period extending to the end of the second plan and thereby also extending the life of these pilot projects till the 31st March, 1961?

(2) Would the conference recommend that the highest priority should be given to make necessary funds available for implementing the plan drawn up based on these industrial potential surveys in regard to providing :—

(a) Finance

(b) Controlled materials such as iron and steel, coal, cement etc.?

(3) Would the conference recommend that greater attention be paid to developing marketing organisations in these pilot projects for the prospective intensive development of industries, namely,

(a) sales depot for each block

(b) enlisting people's participation in consuming goods produced in the project in the area itself

(c) by changing the pattern of consumption?

(4) What other steps are recommended for guidance of survey teams so that their reports prove useful to the States for drawing up industrial development plans? It may also be considered if any further assistance is required by State Governments from the Regional Institutes, Ministry of Commerce and Industry, All India Boards, Khadi Commission and the Ministry of Community Development for drawing up a blue print based on these reports for development of cottage and small scale industries in pilot projects and implementing the same.

(5) Would the conference recommend a guide line for survey in the various other community development blocks based on these survey reports in order to assist these blocks to draw up a plan for development of cottage and small scale industries in these blocks depending on local raw materials. technical talent, availability of market and also financial assistance available from Government and other sources?

(iii) *Rural Industrial Estates* :

9. Small Industrial Estates for Pilot Projects (cottage and small scale industries) and 20 rural industrial estates for community development blocks have so far been sanctioned. The main purpose of sponsoring the scheme of rural industrial estate was mainly with a view to decentralise small scale industries and diversify in the rural areas to create opportunities of employment for the villagers and thus to arrest to some extent the movement of village population to the towns for employment and adding to the social problems in the rural areas. In

view of the social and economic significance of the scheme, it is proposed to extend it further. In this connection special attention has to be paid in locating these rural industrial estates. The following are some of the important factors which should be taken into consideration in the selection of sites to locate rural industrial estates :—

(a) Rural Industrial Estate should be in post intensive or Community Development block, preferably at the headquarters of the block.

(b) Electricity should be available for industrial purposes.

(c) There should be good prospects of getting sufficient number of small entrepreneurs to start cottage and small scale industries in the proposed industrial estate either by moving the existing small units of artisans into the estate and /or by arranging certain training facilities.

(d) Proximity to market, facility of communications, availability of water supply for industrial purposes etc.

(e) Wherever possible the industrial estate scheme should be integrated with the scheme of rural housing, sponsored jointly by the Ministry of Works, Housing and Supply and the Ministry of Community Development.

The progress of these Rural Industrial Estates in the past has been slow.

Some of the difficulties experienced have been :—

(a) State Governments do not have experienced and qualified staff to draw up detailed schemes for rural industrial estates.

(b) It takes considerable time to construct the estate buildings through normal P.W.D.

(c) Sites selected for some of the estates are not always very suitable as adequate consideration to the factors referred to in this note, was not given in the proper selection of sites.

(d) It takes time to persuade sufficient number of artisans and small entrepreneurs to start industries in the estate.

(e) No specific preference is given while allotting quotas of controlled materials for industries located in estates.

The conference may review the scheme and consider the above difficulties as well as any other problems of implementation that are brought to its notice, and make recommendations to accelerate the progress of rural industrial estates.

(iv) *Institutional financing of rural industries* :

Shortage of capital and absence of institutional credit agencies are chronic malaise of the rural sector of our economy and this characteristic phenomena is the most serious one in the field of Cottage and Small Scale Industries, although they form the largest labour intensive and the least capital intensive sector.

The Karve Committee report on Village and Small Scale Industries made several recommendations on this issue. Following are the main recommendations made by the Committee under Section 5 of Chapter 4 "Sources and Channels of Finance":—

(1) Both long-term and short-term capital investment has to be provided.

(2) In the initial stages, the artisans can hardly be expected to make much contributions.

(3) The ultimate aim of the development programme should be to evolve and build up an institutional financing agency to become a normal process. In the initial stages this agency should be developed and encouraged by the State by providing adequate fixed and working capital.

(4) The State Finance Corporation should be utilised for the purpose of providing long-term credit and a special Cottage Industry section should be set up as an integral part of such Corporation. For this, the Corporation may draw upon the good offices of the appropriate co-operative organisations.

(5) Once the operation of small scale producers is fitted into a publicly sponsored and institutionally regulated programme, co-operative central financing agencies should arrange to make current finance available more or less on the same terms as are now applicable to 'crop' loans. The Committee further added that it is best to utilise to the maximum possible extent the same set of institutions for industry as well as agricultural finance in the co-operative sector, as the entire credit structure for rural development, constitutes an integrated service.

(6) The other institutional agencies like the State Bank of India, should develop normal business relations with their co-operative opposite numbers.

(7) The Reserve Bank of India would have an over-all responsibility for this publicly sponsored programme, for financing rural and co-operative industries in the same way as it now has in the sphere of agricultural credit.

(8) To ensure proper co-ordination a central finance policy should be chalked out by the Reserve Bank of India, State Bank of India, State Finance Corporation and Central Co-operative institutions.

(9) Financial provision for artisans will have to be made normally through industrial co-operatives, but where artisans are dispersed, they may be encouraged to become members of large sized primary societies for getting credit, etc.

(10) The credit facilities should be effective at all stages, namely, purchase, equipment, finance, raw material, storage, marketing, etc.

(11) State participation in the share capital of industrial co-operatives should ensure their success as in the case of agricultural co-operatives.

(12) Besides the needs of artisans, which can be appropriately met through co-operative channels described above, there are legitimate requirements of small scale enterprises, which must properly be satisfied by the normal financing agencies, namely, the State Bank of India, State Finance Corporation and the Commercial Banks.

According to the Second Five Year Plan satisfactory arrangements for meeting the requirements of finance have a vital part in the development programmes for village and small scale industries. Besides short-term or working capital needed for purchase and stocking of raw materials and for stocking of finished goods, finance is also needed for enabling artisans to contribute to the share capital of co-operatives, for the purchase of tools and equipment and for investment in land, buildings, machines and other equipment. Existing arrangements for provision of finance are far from satisfactory. Some part of the finance required is supplied by State Governments under the provisions of their State Aid to Industries Acts. To a very limited extent medium and long-term finance is beginning to be provided by State Finance Corporations. Such institutions are able to obtain some working capital through banking channels. The Second Five Year Plan further states that the Reserve Bank of India and the State Bank of India will have a large role in any integrated scheme of finance for village and small scale industries.

With these recommendations in the background, the position today is reviewed as follows :—

**(i) Reserve Bank of India :**

The part played by the Reserve Bank of India in the development of industrial co-operatives has not been appreciable in the past but might be increasingly significant in the future as its statute has been suitably amended for the purpose. Moreover, small scale and cottage industries have now been assigned an important role in the Second Five Year Plan and are being organised largely on a co-operative basis.

(a) **Statutory Provision :** The relevant section of the Reserve Bank of India Act under which the Reserve Bank can provide funds for small-scale and cottage industries is extracted below :—

"*Section* 17.—The Bank shall be authorised to carry on and transact the several kinds of business hereinafter specified, namely :—

2(bb) the purchase, sale and rediscount of bills of exchange and promissory notes drawn and payable in India and bearing two or more good signatures, one of which shall be that of a State

Co-operative Bank or State Financial Corporation, and drawn or issued for the purpose of financing the production or marketing activities of cottage and small-scale industries approved by the Bank and maturing within 12 months from the date of such purchase or rediscount, exclusive of days of grace, provided that the payment of the principal and interest of such bills of exchange or promissory notes is fully guaranteed by the State Government."

(b) As may be seen from the above provision, the following are the conditions which pertain to accommodation under section 17(2) (bb) :—

(1) The bills of exchange and promissory notes should bear two or more good signatures, one of which should be that of a State Co-operative Bank or a State Financial Corporation.

(2) They should have been drawn or issued for financing the production or marketing activities of cottage and small scale industries *approved by the Bank*.

(3) They should mature within twelve months from the date of such purchase or rediscount.

(4) The payment of the principal and interest in respect of them should be fully guaranteed by the State Government.

(c) **Finance for Weavers' Societies:** So far, only the handloom weaving industry has been approved by the Central Board of the Reserve Bank as eligible for being financed by the Bank under this provision. The Board decided that the funds required by Weavers' Co-operative Societies for working capital *i.e.*, for their production and marketing activities might be provided by the Reserve Bank to State Co-operative Banks at the rate of one and a half per cent below the Bank rate, provided that the funds reached the ultimate borrower at a rate which was not unreasonably high. The Government of India made the following decisions in regard to financing of handlooms :—

(i) With effect from the 1st April, 1957, credit facilities for working capital to Weavers' Co-operative Societies will be made available by the Reserve Bank of India, through the Apex Co-operative Banks. The loans will be made available by the Reserve Bank, as mentioned earlier at $1\frac{1}{2}$ per cent below the Bank Rate, *i.e.* 2 per cent interest, and the co-operative banks will charge an additional 3 per cent. The ultimate rate to the Weavers' Societies would, therefore work out at 5 per cent, but it has been decided that loans should be given to the Weavers' Co-operatives only at 3 per cent interest. The difference between this 3 per cent and 5 per cent *viz.* 2 per cent will be given to the co-operative banks as subsidy from the Handloom Development Fund. The progress attained by the year 1958-59 will be reviewed to decide whether the interest charged to the Weavers' Co-operatives can be enhanced beyond 3 per cent.

In States where the State Governments are unable to set up Apex Co-operative Banks and complete other necessary arrangements for switching on to financing by the Reserve Bank, loans at the rate of 2 per cent interest may continue to be given from the Cess Fund after the 1st April, 1957, but this arrangement will remain in force only up to the 30th September, 1957.

(ii) In respect of individual losses arising out of non-recovery of loans, the Government of India will bear 50 per cent, the State Governments will bear 40 per cent and the Co-operative Bank concerned 10 per cent. However, the loss to be borne by the Central Government shall not exceed 5 per cent of the total funds disbursed to the handloom industry by the co-operative banks. This arrangement, too, will remain in force up to 1958-59 when the position will be reviewed.

(iii) Interest-free loans from the Handloom Development Fund will be continued.

(iv) Adequate staff should be employed for the purpose of audit and supervision of weavers' co-operative societies.

The expenditure on any additional staff required on the prescribed basis will be met from within the grant already available to State Governments from the Central Government for organisational expenses.

(d) **Other Industries:** No other cottage or small-scale industry has yet been approved by the Central Board of the Reserve Bank under the legal provision cited above. The Handloom industry has been approved because it is the largest cottage industry in the country, because it has been widely organised on a co-operative basis, because the method of financing it has been stabilised by the Handloom Board over a period of three or four years, and because suitable arrangements for the supply of raw materials and the marketing of goods have been made. It may be noted that the Reserve Bank cannot finance any individual handloom weaver direct. It can only finance the State Co-operative Bank, which in turn finances the Co-operative Financing Bank at the district or regional level. These latter lend to handloom weavers societies, which do not lend to individual weavers but utilise the funds for the supply of raw materials, which are converted into finished goods by the members of weavers' societies in return for wages and given to the society. The marketing is done by the society on its own account direct or through co-operative marketing organisations.

(e) **Other Forms of Reserve Bank Finance:** In certain cases, accommodation from the Reserve Bank of India Act for small scale

industrial units is obtained under section 17(2)(a) which is extracted below :—

"17. *Business which the Reserve Bank may transact.*—The Bank shall be authorised to carry on and transact the several kinds of business hereinafter specified, namely :—

(2) (a) the purchase, sale and rediscount of bills of exchange and promissory notes, drawn on and payable in India and arising out of *bona fide* commercial or trade transactions bearing two or more good signatures, one of which shall be that of a scheduled bank or a State Co-operative Bank, and maturing within ninety days from the date of such purchase or rediscount, exclusive of days of grace."

Under this section, a credit limit of Rs. 15 lakhs each at the Bank Rate (*i.e.*, $3\frac{1}{2}$ per cent at present) had been sanctioned by the Bank, to the Madras and Andhra State Co-operative Banks for financing the purchase of yarn by the Madras and Andhra State Handloom Weavers' Societies.

(f) Recently, certain exploratory discussions were held by the Ministry of Commerce and Industry with Officers of the Reserve Bank on the question of provision of working capital to industrial co-operatives. As a result of the discussions, the Reserve Bank have agreed to explore possibilities of adding the following industries to their approved list :—

(1) Fisheries.

(2) Coir.

(3) Silk and Sericulture.

(4) Salt.

(5) Palm Gur.

(6) Ghani Oil.

(7) Hand-pounding of Rice, and

(8) Leather.

It was also reported that the Reserve Bank would consider adding any other village and small scale industries provided it is organised on co-operative lines. The criteria for selection of industries would be :—

(i) size of the industry—that the number of persons engaged and its production potential are significant;

(ii) development programme—the Government are taking active promotional interest;

(iii) the industry is susceptible of co-operative organisation and some Co-operative Societies have already been organised—the extent to which Co-operative Banks have financed or can finance the industry;

(iv) nature of the market and the existence of arrangements for effective marketing of the products of the industry; and

(v) adequate arrangements for audit and supervision of the co-operatives.

(ii) **The State Bank of India:**

The State Bank of India had initiated a pilot scheme in 1956 in 9 centres with a view to extending to small scale units institutional credit on more liberal terms. The Bank gives at the pilot centres credit facilities for working capital purposes against the pledge of raw materials and/or finished or semi-finished goods, either on 'lock and key' or factory type basis. Where this is not possible, it is also proposed, in appropriate cases to offer clean type of accommodation backed by guarantee of another suitable person. Some more relaxations have also been made. This procedure is followed provided the product of the unit has an assured market. Since it has been started recently and is in its experimental stage, it is difficult to say how fast they would extend their facilities to cater to the rural sector. On its success depends the extension of the scheme. It is understood that no pilot scheme is further expanded to 27 more centres.

However, it is to be considered that State Bank is a people's bank and it is spreading its branches in the rural areas, which should assist the rural sector by extending credit to the needy artisans, besides to agriculturists.

(iii) **Central Co-operative Banks:**

The Khadi and Village Industries Commission convened a meeting of the representatives of the co-operative banks in the country during July, 1957, with a view to discussing with them about financing village industries and particularly about channelising of available finances through these co-operative banks to industrial co-operatives of Khadi and Village Industries. Two or three co-operative banks were willing to advance loans to village industries co-operatives on 'full responsibility' basis, but the majority of the banks were not prepared to do so. They suggested to the Commission to channelise the funds through them on an 'agency basis' and the concensus of opinion was that "as circumstances differ from State to State, the Commission should take up this matter separately with each of these State Co-operative Banks".

During the discussions, doubts were also raised whether the co-operative banks could handle financing industrial co-operatives since they were pre-occupied with the sudden expansion in agricultural credit and also because they have no tradition or experience in financing industrial co-operatives. The question of sharing or under-writing losses, in case suffered by banks, also came up during those discussions. From certain comments offered by some of the State Statutory Boards, who were consulted by the Commission, they doubted and expressed the view that the central financing agencies might be literally business-like and might take such a rigid view, so that extending financial facilities through co-operative banks to village industries would become difficult. It was also discussed about raising the maximum credit limit further say

to 10 times of the share capital and also contributing towards share capital as loan free of interest as in the case of handloom weavers.

(iv) **State Finance Corporations :**

These agencies sponsored by the State Governments are catering immediate and long-term loans to small scale industries, but their activities are mainly confined to the urban sector to those types of units which can offer necessary securities according to terms and conditions and obviously the small scale and cottage industries, as visualised in the rural sector have little access to them.

(v) **Khadi and Village Industries Commission :**

The Commission has been running credit facilities to the industrial co-operatives and certified Registered Institutions on the basis of their approved schemes. The Commission is also routing out a portion of their funds through the Development Commissioner, who, in turn, will make use of the concerned department of the State Government namely State Khadi Board for implementing these schemes.

(vi) **All India Boards :**

Various All India Boards make available their funds generally through the State Governments and therefore the concerned departments of the State Governments would be implementing these schemes and disbursing the amounts to industrial co-operatives and artisans in the normal course.

(vii) **State Aid to Industries Act :**

As per recommendations of the Ministry of Commerce and Industry and the Ministry of Community Development the State Governments have liberalised the terms and conditions for advancing loans to the parties. All States are reported to have agreed to sanction loans up to Rs. 1,000 on personal bonds. All State Governments, excepting one or two, have agreed to grant loans up to Rs. 5,000 against two personal sureties. Rates of interest on loans up to Rs. 50,000 have been reduced to 2½ per cent for industrial co-operative societies and 3 per cent for other parties by State Governments, excepting two, in the matter of advancing loans to small scale industries. Powers have also been delegated to the District Industries Officers for disbursing loans up to Rs. 2,000 in the States of Punjab, Bombay, Bihar and Madras. The Government of Mysore is utilising the agency of Mysore Co-operative Rural Industrial Financing Bank for disbursement of loans to individual industrialists, small scale industries and industrial co-operatives.

(viii) **Community Project Loans :**

When Community Projects had started during the First Five Year Plan, there were certain provisions under "rural arts and crafts" for giving loans to cottage and small scale industries. But under the schematic budget for Community Development Blocks and National Extension areas, sanctioned in the Second Five Year Plan, there is no provision for loans to cottage and small scale industries.

(ix) **National Small Industries Corporation:**

This Corporation is giving machinery to small industries on 'hire-purchase' basis. The Corporation also has been giving sewing machines for lower income group persons on easy instalments and free of any interest.

(x) **Commercial Banks:**

The Commercial Banks operate in the city and urban areas and advance short-term credit to small scale industries by discounting bills for advancing cash credit or loans up to 60 per cent or 70 per cent of the value of the approved finished goods or raw materials hypothecated in their favour. A fraction of the small industries in the urban area which could possibly fulfil these conditions can expect to get such advances, but these facilities are not generally available to the small scale industries in the rurai sector.

(xi) **Money Lenders and Traders:**

In fact the money lenders, middle-men traders and the master craftsmen still remain the major source of credit and supply for artisans and small scale industries. The various institutional agencies referred to above handle only a very small portion of the loans that are availed of by rural artisans. The money lenders and others who advance loans to artisans undertake great risks, but they charge for all these risks, even a much higher price; with the result that the artisans are under perpetual debts.

(xii) **Promotional and Development Work:**

It is the responsibility of the State to see that cottage and small scale industries are developed and artisans in the rural areas are helped. In any development and promotional work, risks are involved. It is impossible for any commercial agency of institutional financing like Co-operative Bank, State Bank. etc., to undertake the risks involved in promotional and development work. Many resolutions have been passed in the past, urging the need for extending credit for credit-worthy purposes, but the progress in implementing these resolutions has been slow.

(xiii) **Integrated Approach:**

The basic question is not only that of evolving an institutional financing agency alone but to tackle the problem from the side of organisation, supervision, technical assistance, supply of raw materials and adequate marketing facilities for the small scale and cottage industries. It is of the utmost importance to build up the industries concerned in such a manner that their financing can be taken up as a commercial proposition in the normal course by the institutional financing agencies concerned.

The National Seminar on cottage and small scale industries recently held at Coimbatore also considered the issues relating to financing of rural industries. The following are some of the important recommendations of the Coimbatore Seminar :—

1. (i) In addition to utilising the funds available from the Government for small scale industries, every endeavour should be made to utilise the funds available with co-operative financing banks also for promoting these industries. To secure this end, it is desirable that every district co-operative central bank constitutes an Industrial Finance Committee which might devote special attention to the financing of industrial co-operative societies. It will be desirable also that the Director of Industries or his representative should be a member of this Industrial Finance Committee. It is recommended that it is further necessary that the Board of Management of the Bank in consultation with this Committee, should earmark a certain proportion of their total funds for financing industrial co-operative societies.

(ii) **Reserve Bank of India :** It was noted that the Reserve Bank is examining the question of extending its refinancing facilities to certain small scale industries in addition to handloom weaving and recommended that this be expedited.

(iii) **State Bank of India** : It was noted that the State Bank of India has already put in operation its Pilot Scheme at 36 centres with a view to financing small scale industries on more liberal terms than hitherto and recommended that, as a result of the experience gained in these centres, definite instructions may be given as expeditiously as possible, to all the branches of the State Bank of India to undertake financing small scale industries liberally, under the new formulae for scrutiny and sanction of loans.

2. Industrial co-operatives usually provide for up to 10 per cent of their total membership for sympathisers. If an individual entrepreneur would be helpful to the industrial co-operative society that is being organised, it is desirable that he may be enrolled within this percentage as a member, but sufficient safeguards should be taken in the matter as certain dangers are implicit in such membership.

3. When loans are channelised through co-operative banks, the ultimate borrower should have the loans at the same rate as the one at which he can get the loan if it was disbursed by the Government to him direct. The losses sustained by the co-operative financing institutions on this account should be made good by the Government.

4. Loans should be given for share capital for other industrial societies as is now done for Weavers' and Oilmen's societies.

**Points for consideration :**

1. What steps are necessary to canalise and utilise the large local resources of credit available at the disposal of money lenders and traders in a legitimate way for the benefit of artisans ?

2. Would the conference recommend a separate industrial co-operative bank for financing industrial co-operatives?

or/and

Would the conference recommend to utilise the existing co-operative banks for financing industrial co-operatives by persuading these co-operative banks to earmark a portion of funds to be set apart for rural industries to be administered by an industrial financing committee sans and small entreprenurs in adequate measure and in time ? Are small scale industries ?

3. Has the liberalisation of State Aid to industries Act and also of co-operative rules helped adequately to extend credit to needy artisans and small entrepreneurs in adequate to measure and in time? Are there any suggestions to improve matters?

4. Would the conference recommend to Government to reiterate that Government would take responsibility for the promotional and development activities of cottage and small scale industries and suggest that the Central and State Governments should be prepared to underwrite losses involved in loans advanced to village and small scale industries through co-operative banks and State Bank? If so, would the arrangements in the case of handloom industry referred to in the notes be recommended?

5. Would the conference also recommend that the Government may grant subsidy for technical staff to be employed by co-operative banks and State Bank for supervising credit extended to village and small scale industries.

The conference may consider the above points as well as any other difficulties brought to its notice and make recommendation.

(v) **Development of marketing of products of cottage and small scale industries :**

Marketing is the crux of the problem for the development of cottage and small scale industries. As discussed by earlier conferences, India with a population of about 375 millions, provides the largest potential needs have to become felt needs and the people have to gain enough purchasing power to meet their needs.

Development of marketing was considered by the Rajgir Seminar for cottage and small scale industries held in February, 1957 and the following were some of the important recommendations made by that Seminar :—

"1. It is recommended that the marketing of village industries products, including coir industry, should be conducted through one depot or emporium wherever located. This will lead to economy in running the depot.

2. In order to encourage consumption of products of cottage and small scale industries in the pilot project areas, it will be necessary to undertake propaganda aimed at self-sufficiency in that area. The artisans as well as other residents in the area should be requested to patronise local crafts and consume as much of the local production as possible.

3. It is considered necessary to exempt cottage industries products, including coir products sold through Co-operative Societies, from sales tax and octroi, at least in the initial period.

4. There should be one emporium or sales depot in every pilot project area. This should be run by a co-operative society. Such emporia may be given assistance on the lines of that given in the case of emporia for handloom products.

5. The Collector should prepare a district-wise estimate of requirements of materials for development activities and communicate the same to C.P.O. (Industries) who may then organise production for such of these articles as could be made in the pilot project area."

This subject was again considered in detail by the Sixth Conference of Development Commissioners held at Mussoorie and the following resolutions were adopted :—

"1. What can be marketed can be ascertained from what consumers desire to have or can be made to desire to have. It was suggested to have a systematic study of the present and projected demand for the various types of consumers goods. An attempt has been made in this direction by the Ministry of Commerce and Industry in regard to pilot projects. In the notes on minimum programme circulated for the Mussoorie Conference an attempt has been made to indicate the demands for services and new products likely to arise as a result of the development activities and the increasing purchasing power of rural people.

2. Planning a pattern of consumption and inducing the society towards its adoption and thus create a market for consumer goods.

3. Certain necessities of daily requirements can be produced in the area with a view to achieving self-sufficiency.

4. Setting up of one depot or emporium for marketing of village industries products in each project area.

5. Steps to be taken towards standardisation and quality marketing of goods.

6. Institution of a market information service."

The question of marketing was again considered by the recent Coimbatore Seminar held in February, 1958 mainly for assessing the

experience in the pilot projects (cottage and small scale industries). The Coimbatore Seminar adopted the following resolutions :—

"Marketing of village industries products is a problem of major importance as production is ultimately lined with and depends on marketing. If a proper marketing survey is done and local needs properly assessed, it should be possible to encourage such village industries, the produce of which can be sold in the local markets.

People's institutions such as co-operatives and panchayats should play a positive role in propagating the marketing of produce of cottage and small scale industries. It is the legitimate and natural role of co-operatives to undertake this work and only where co-operatives are not formed or are not forthcoming for discharging their responsibilities, panchayat can step in only as an expediency. Wherever block or district industrial co-operative associations are well organised, they should undertake marketing of village industries produce. Where such Associations are not formed, artisans should be encouraged to join a local multipurpose society which should give them the required supply of raw materials, provide credit facilities and also undertake marketing. The multipurpose societies can run shops or centres for sale of goods which may be linked with district marketing bodies and State Emporia. In the initial stages it may be necessary to give grants to such multipurpose societies to enable them to meet their cost of establishment.

In order to make village communities realise their responsibilities to village artisans, it is necessary to appeal to the sense of community fellow feeling and to develop public opinion in favour of the use of local produce. This requires persistent propaganda in increasing use of village industries produce by not only the leaders of village community but also by officials entrusted with this task. In this type of propaganda, the block staff, Extension Officers, Gram Sevaks, members of the block committee and representatives of the people at all levels can play a role of honour and responsibility, Unless concerted action is taken both by Government agency and people's representatives, it will not be possible to make village industries stand on its own against the competition of large scale industries.

Government officials and representatives of people should also progressively use village industries produces in their daily consumption. This alone will give them a moral right to preach and encourage small and cottage industries. As mentioned above it is necessary to plan production of cottage and small scale industries after surveying local demand. Village panchayats can play a useful role in preparing such plans."

It is too early to review the action taken on the recommendations of the Coimbatore Seminar but they are very important. As regards the earlier decisions at Rajgir Seminar and Mussoorie Conference State Governments have been taking action in implementing them.

**Points for consideration:**

1. What are the difficulties in implementing the recommendations of Rajgir and Mussoorie Conferences as referred to above?

2. What further steps are necessary to ensure that goods produced by cottage and small scale industries are marketed on a local or regional basis ?

3. What steps are to be taken so that panchayats, co-operatives and other people's institutions in the block area, fully participate and play their role in ensuring the consumption of products of cottage and small scale industries manufactured particularly in the block, mainly in the area itself?

4. What further steps are necessary to ensure that all the Government departments purchase products of cottage and small scale industries to meet the departmental needs?

5. Would the conference recommend that the entire staff (including the District Collector) employed in rural development should wear Khadi in order to create a favourable atmosphere in rural areas?

6. Are there any difficulties experienced in planning development of industries in block areas to meet the needs of various development activities such as bricks, improved agricultural implements etc. as indicated in the notes on minimum programme, considered by Mussoorie Conference?

**(vi) Industrial Co-operatives:**

There are three types of Industrial Co-operatives :—

(a) Industrial Co-operatives which undertake production on societies' own account and the profit and loss are borne in its corporate capacity;

(b) Industrial Servicing Co-operative Societies which undertake such activities as helping in marketing, getting raw materials, giving technical aid and charging for the service, but the members taking on themselves the loss or gain of production; and

(c) Multi-purpose societies mostly having agriculturists as members, but a few artisans being enrolled as members for getting such facility as credit.

The Co-operative Law Committee appointed by the Ministry of Food and Agriculture had recently published its report and in their recommendations under appendix separate model bye-laws for all these types of societies have been given for the guidance of State Governments.

Great emphasis rightly being laid on the industrial co-operative as a desirable business organisation to ensure equitable distribution of returns from industry as also to avoid concentration of power in the hands of a few individuals which may be utilised to the detriment of the persons directly engaged in production.

In view of the importance of Industrial Co-operatives, the Government of India have recently appointed a working group to recommend measures for accelerating industrial co-operatives in the country.

The total number of industrial co-operatives functioning in the Community Development Blocks as on the 30th September, 1957 stood at 1,194 with total membership of about 63,400. In the pilot projects for cottage and small scale industries it is reported that 747 co-operative societies with a total membership of about 22,000 were in operation.

From the working of the co-operative societies particularly in the pilot projects various problems of implementation have been reported. Some of the difficulties are given below:—

(i) Lack of understanding of the principles and advantages of industrial co-operatives.

(ii) Unsuccessful functioning of the Industrial Co-operatives in the past resulting in the discouragement of the artisans to form full industrial co-operatives.

(iii) Obstacles are put by the agriculturists for success of industrial co-operatives because then the artisans would cease to work for them.

(iv) Complicated rules and regulations which the artisans are required to observe as members of Co-operative Societies.

(v) Difficulties of distance from office of society.

(vi) There are cases of local taxes and rates leviable on Industrial co-operatives but not on the individual producers because volume of transactions go up to certain limits in case of societies.

(vii) Varying efficiency levels of the artisans. Better qualified and more efficient workers not only do not find industrial co-operatives of any advantage to them rather they feel that by joining them they will lose their special position and mislead others.

(viii) In some cases the Industrial Co-operatives are found unable to offer full day jobs, while private entrepreneurs do.

(ix) Old artisans who get fixed seasonal wages in kind from the agriculturists and thus get a fixed income are not interested in joining any such separate organisations.

(x) Caste prejudices, feelings of high and low, and prestige notions inhibit the newly trained artisans from joining the Industrial Co-operatives.

(xi) Inadequate training facilities, deficient training courses and improper location of training centres for artisans.

(xii) Comparatively keener desire for Government jobs than to continue as artisans after training.

(xiii) Under the first flush of enthusiasm wrong persons join the Industrial Co-operatives with high and misplaced hopes which are not fulfilled. This results in frustration and discouragement for others. West Bengal refers to unhealthy environment created by general failure of co-operative movement in the past.

(xiv) Delay in sanction for financial assistance from the Government which results in frustration.

(xv) Want of whole-time staff for technical, supervisory and secretariat work as societies normally cannot employ them.

(xvi) Poor management.

(xvii) Lack of adequate share-capital for the society.

(xviii) There is too much of a tendency to organise a co-operative on caste or sectarian basis which does not ensure homogeniety of economic and professional interests.

(xix) Lack of facilities for education in co-operation for members and office bearers of societies.

(xx) Inadequate marketing facilities for products of cottage industries.

(xxi) Lack of quality control for finished products.

(xxii) Funds of the Industrial Co-operatives are locked up because of delay in. payment by the Government purchasing its products.

(xxiii) Difficulties in procuring implements and raw materials and also due to short supply of iron, steel, coal, etc.

The following suggestions are made to overcome some of these difficulties :—

(i) Intensive publicity in the principles and practices of co-operation and regular propaganda among the members. To arrange camp training for the members and executives of the Industrial Co-operatives particularly the latter.

(ii) Government to privde paid supervisory and technical staff, say, for the first three years.

(iii) There should be supervisory staff of department and/or financing agency for a suitable number of industrial co-operatives.

(iv) There should be an auditor for at least 30 co-operatives.

(v) Government to make contributions towards the share-capital of the societies as in the case of handloom societies.

(vi) Peripatetic demonstration-cum-training centres to go in various villages to work with the artisans and improve their technique of production and educate them on the broad basis of improved production.

(vii) Multipurpose co-operative societies and also consumer societies should be given incentives to take up the marketing of the products of Industrial Co-operatives.

(viii) Members of the Industrial Co-operatives should be the first persons to use in their own houses the products of the cottage industries; other local organisations also should be persuaded to purchase cottage industry products. Government servants also should set an example.

(ix) Exhibitions and melas of cottage industry products at places where rural folk usually assemble, coupled with a system of awards and prizes. During the exhibition week hundis may be sold by the village panchayats. All this will lead to developing a taste and a fashion for cottage industry products.

(x) Outside markets should be tapped. For this there should be a well organised apex union for marketing at the State level with a net work of affiliated marketing unions at the block level.

(xi) Industrial Co-operative associations or unions beginning from the block level to state level should be formed.

(xii) 90 per cent advance by the Government and local bodies on purchases of the articles from the Industrial Co-operatives should be permitted as soon as goods are supplied.

(xiii) The Government should fulfil as many of its requirements as possible through the cottage industry products and spheres of production should be reserved.

(xiv) Sales tax should not be levied on sales of co-operative societies.

(xv) The members of co-operative societies should be those who are actually engaged or actively interested in a particular trade or craft so that identity of professional and economic interests is maintained.

(xvi) Industrial Co-operatives should limit their activities to services and supply.

(xvii) If Joint production is undertaken, the system of paying wages on piece work basis is recommended.

The Conference may consider the above difficulties as well as the suggestions to overcome some of the difficulties and make recommendations

(vii) *Training Programme for Rural Artisans* :

1. *Need for trained personnel in the villages* :

The introduction of improved methods of agriculture and minor irrigation facilities, development programme of cottage and small scale industries, and various other development activities like rural housing etc. *paripassu* with the general improvement in the economic conditions of the villagers have gone a long way in bringing about a rapid and appreciable change in the pattern of demand in the rural areas of both capital and consumer's goods, including the needs for their servicing and repairing. To illustrate the point, it may be stated that the improved plough, the "cultivator" and the seed drills, threshers, irrigation equipment, the simple structural hardware, bee-keeping equipment, handloom accessories, model ghanis, Ambar Charkha parts, improved potter's wheels, moulds for bricks and tiles, sheet metal utensil, furniture, glazed earthen wares etc., are some of the items of growing demands in the villages which the existing craftsmen find difficult to meet with their traditional technique. Nor are they skilled enough to do repairing or servicing of oil engines, irrigation pumps or cycles etc. or say welding or electroplating which are gaining or bound to gain importance in the villages. The development activities in the rural areas are thus, creating opportunities for new as well as better employment. It is, therefore, imperative that the existing village craftsmen and other villagers with favourable aptitude towards crafts, should be trained to meet the growing needs of the villages and to take up craft activities for self employment or employment on an organised basis, say a co-operative society or an artisan's association.

2. *Nature of training* :

A study of the growing demand of the villagers for various capital and consumer goods including their servicing and repairing reveals that the nature of the training required may broadly be of two types *viz.*

(i) Improvement of the existing skills in the villages by giving advanced training to existing artisans.

(ii) Introduction of new skills through basic training of prospective artisans.

The methods adopted by existing craftsmen are quite often obsolate and inefficient and the tools that save labour and time are not known to them. They are also not posted with the latest development of markets, or raw materials and of the techniques. But they have the latent talent in them and are quite willing to adopt new and improved practices provided they can be convinced of their utility. The training has, therefore, to be so planned that the introduction of improved skills does not disturb their earnings or their capacity to serve the present clients, but results in making them capable of rendering better and in some cases new service and earning a better living. As for the training in basic skills, it would be necessary to create a new set of skilled

craftsmen capable of producing new types of goods or do servicing and repairing to modern tools in improved ways.

3. *The existing facilities for training of Craftsmen* :

Institutions and mobile centres for training of crafts are now being run in different States with funds available from the State Governments, the Ministry of C. D., the Ministry of Commerce and Industry, the Ministry of Labour and the Ministry of Rehabilitation and the Ministry of Home Affairs. These training institutions and centres may broadly be grouped under the following categories :—

(i) Institutional Training Centres;

(ii) Training-*cum*-Production Centres;

(iii) Peripatetic training parties.

(i) **Institutional Training Centres :** A fair number of institutes for training in basic skills of different trades are now operating in the country. The State Departments of Industries with financial assistance from the Government of India are generally running such Institutes. But the training imparted in these institutes do not normally meet the requirements of trained personnel for rural areas. In many cases the Instructors also have had no training in the teaching methods to be employed for teaching rural artisans and have little idea of the real requirements of training for work in rural areas.

(ii) **Training-*cum*-Production Centres** : The training-*cum*-production centres were originally contemplated for introduction of new skills in the rural areas by combining the advantages of institutional training with those of apprenticeship system. Under the Scheme, training was to be given in two successive stages *viz.* training and production stages. During the training stage, it was expected that regular institutional training technique would be employed. The trainees were to be given the basic knowledge of the trade and practice in the various operations. At the end of this training in the skill and technique, *i.e.* when the trainees were expected to have developed a reasonable operative skill, for the trade, they were to be geared up to the production stage so that they could further develop their skill both in quality and quantity by executing production orders on commercial basis, under the guidance of the skilled operatives and thereby acquire confidence for self employment or employment on organised basis. It was further contemplated that during this production stage, they were also to be given training in the organisational aspect of the trade, knowledge about procurement of raw materials, costing and problems of marketing and also about co-operatives. After the completion of this apprenticeship training under skilled guidance, the trainees were to be assisted to settle down in trades, either individually or on co-operative basis, with the group of persons trained with them or possessing allied skill with funds available under the follow up programme.

Experience in the working of these training-*cum*-production centres has brought out many deficiencies and lapses which have been a subject of criticism. Some of the main points of criticism against this system are as follows :—

(a) The combining of the production work with the training adversely affects the efficiency of the training programme. Institutions burdened with the responsibility of giving effective training can seldom equally emphasize the commercial production aspects. This hampers progress on both sides.

(b) There is a tendency to shift operational losses on the commercial side of production to the training side by bolstering up figures of stock-in-trade etc. The loss in the cost of production in the form of managerial and supervisory charges is debited to the training side and the cost of articles is shown below, what it actually would be, if the whole show was run commercially.

(c) The training given under the schemes has not succeeded to any appreciable extent in stimulating confidence amongst the trainees for self employment as the skilled workers maintained to help the production programme do not allow them to complete the jobs for fear of deterioration of quality and insist on their working as helpers for execution of the orders under the commercial aspect.

(d) Due to inadequacy of trained personnel for supervisory and teaching jobs, the training is not given on the desired lines and the organisational, marketing, costing and procurement aspects are not handled at all. Moreover, the Instructors in many cases have no idea of the actual problems of the rural industries and no training in the technique of teaching.

(e) As the training-*cum*-production centres have no planned follow up activities in most cases, these have proved no better than purely temporary training centres. The trainees gain neither the necessary skill and competence nor any encouragement to follow up training, with the result that the training proves futile.

In the first meeting of the National Council for Training in Vocational Trades, the subject of conversion of the training centres to training-*cum*-production centres was discussed. It was recommended that the element of production should be incorporated in the training programme to the extent it was necessary to make the training effective and purposeful and conversion of the training centres to training-*cum*-production centres was to be discouraged.

(iii) **Peripatetic and demonstration parties :** Peripatetic or demonstration parties are meant for improvement of the existing skill in the villages by demonstrating new and improved techniques and acquainting the artisans with improved tools and implements. It has been the general experience that the training given by such parties fail to produce the desired results for want of any adequate machinery to follow

up the work done by them and to ensure that the instructions given are put into practice, as they move from village to village and cannot maintain any contact with the artisans.

4. *Recommendations for consideration* :

In the light of the above findings and observations, a meeting was convened recently by the Ministry of Community Development to consider the training programme of rural artisans and reorganisation of training-*cum*-production centres that have been started in Community Development Blocks. The representatives of the Planning Commission, Ministry of Labour and Employment, Ministry of Commerce and Industry, Ministry of Home Affairs (Directorate of Manpower) and others participated. The meeting considered in detail various aspects of training programme for rural artisans and also the existing arrangements to impart training to rural artisans through peripatetic parties training-*cum*-production centres etc. The following conclusions were reached which the Annual Conference on Community Development may consider :—

(i) It was agreed that by and large the production-*cum*-training centres have not been functioning very satisfactorily and need thorough reorganisation.

(ii) In order to reorganise these production-*cum*-training centres it was decided that a proper syllabus should be framed and followed. The object of these centres should be clearly defined. These centres should be considered as training centres and production should be taken up only for purposes of training or as incidental to training. The element of production should be incorporated in the training programme to the extent necessary to make the training effective and purposeful. It was also felt that these centres should be discouraged from undertaking commercial production. But wherever there is scope and demand, separate production centres can be promoted so that the artisans who are trained in the training centres could also be gainfully employed. Later on such production centres could be converted into industrial co-operatives of artisans.

(iii) **Temporary Training Centres :** (a) It was decided that three or four training centres be organised in a district for rural artisans. These Rural Artisans Training Centres should be located at convenient places having proper rural atmosphere.

(b) Construction of new buildings for such Rural Artisans Training Centres should be discouraged. Houses in the village where such centre is located may be taken on rent for locating the centre. The attempt should be to get the majority of the trainees for the centre from the nearby villages. If any hostel is necessary for a few trainees, rented accommodation may be arranged. After the training centre has turned out two or three batches, it may be shifted to a new place to train artisans or that area.

(c) *Staff for the Rural Artisans' Training Centre* : One centre may take up 4 trades suitable for the area. About 16 trainees may be admitted for each trade. One Supervisor and 4 Instructors may be appointed on the instructional staff. As regards other staff, one Store-keeper-*cum*-Accountant and one Chowkidar-*cum*-Sweeper should suffice.

(d) *Instructors* : Good Master Craftsmen from the rural areas should be selected as Instructors. To get such persons the minimum salary of an Instructor will have to be Rs. 120 p.m. Orientation training particularly in teaching methods should be arranged for these Master Craftsmen who are selected as Instructors. As regards engineering trades like black smithy and carpentry a special course for Instructors will be organised by the Ministry of Labour. The existing Instructors' course at Koni and Poona under the Ministry of Labour is not considered suitable for this purpose. It has to be ensured that the Instructor's course for these Rural Artisans Training Centres is organised with a positive rural bias. As regards training of Instructors for other trades, it was considered that the Khadi and Village Industries Commission and the All India Boards attached to the Ministry of Commerce and Industry should be approached. It is also necessary to provide a training reserve of Instructors for the proposed training centres for rural artisans.

(e) *Syllabus* : A committee should be appointed jointly by the Ministry of Labour and Employment, Ministry of Commerce and Industry and the Ministry of Community Development to draw up a suitable syllabus. Experienced technical persons from the Khadi Commission and also the All India Boards may also be invited to serve on the Syllabus Committee.

(f) *Selection of Trainees* : Selection of trainees for the Rural Artisans Training Centres should be done very carefully. As far as possible they should be recruited from amongst the rural artisans class.

(g) *Stipends* : Stipends may be provided in deserving cases on merit-*cum*-poverty basis but not for all trainees.

(h) *Resources* : The cost of these Rural Artisans Training Centres may be met from the allotment of Rs. 65,000 for a block for a period of five years under the revised Community Development budget. In case of centres organised for the tribal areas the Ministry of Home Affairs may also supplement the resources of Ministry of Community Development. It was stated that the Ministry of Labour and Employment was not in a position to make any financial contribution towards this training.

(i) *Hours of work* : These centres for training rural artisans may function from 7 a.m. to 1 p.m. so that the rural artisans could take up private work during leisure hours to supplement their earning. Wherever necessary a second shift for training could also be organised.

(j) *Extension* : The Supervisor and the Instructors of the Training Centre should have close contacts with the artisans of the locality.

(k) *Supervision* : Besides maintaining adequate supervision by the concerned department of the State Government, the Zonal Organisers from Ministry of Labour may also assist in exercising supervision over these training centres for rural artisans but the persons who are deputed for supervision should know the requirements of the areas.

(1) *Follow-up* : Adequate steps should be taken to see that follow-up is properly done. While undergoing training the artisans could be acquainted with the rules and working of industrial co-operatives. Immediately after completion of the training and before they leave the centre they might be organised into industrial co-operative societies wherever possible. The artisans should also be provided with financial assistance, without any time lag, for purchasing tools, equipment etc., and also for working capital. Block Extension Officer (Industries) and Gram Sevaks should keep close contact with these artisans who are trained in order to ensure that they are assisted to continue in the trade in which they are trained and are also gainfully employed.

(i) **Peripatetic Centres:** It was felt that no separate peripatetic training centres are necessary.

(v) **Urban centres in C.D. Block:** It was decided that the Ministry of Labour and Employment should examine whether any urban centres for engineering trades started in the C. D Blocks can and should be integrated with the training centres of the Ministry. The Ministry of Community Development will furnish a list of such training centres to the Ministry of Labour and Employment for further action.

## Main Recommendations and Conclusions

(i) *Minimum Programme of Village Industries in each block*:

It was generally felt that the proposed minimum programme would not be possible on account of

(a) lack of funds,

(b) lack of trained personnel and of facilities available for training further cadres, and

(c) the difficulty of implementing certain programmes in certain areas owing to difficulties of raw materials and other items.

2. It was generally accepted that the funds and training facilities available would permit only of a minimum of two industries in each block having a trained Extension Officer. These two might be selected from the comprehensive list of 11 industries rather than from the 4 industries specified in the revised minimum programme.

3. This excluded the programme for Ambar Charkha in each block for which a separate scheme was being worked out by the Khadi and Village Industries Commission.

4. It was recommended that States might keep the minimum programme in view and make arrangements for training.

5. It was further recommended that where type schemes exist, the power of sanction should lie at district level. For other schemes, it was now time that the power of sanction should lie with the State Government. The Ministry of Commerce and Industry, the Khadi and Village Industries Commission and the All India Boards were requested to take suitable action to decentralise powers accordingly.

(ii) *Pilot Project Programme* :

The Conference felt that while the pilot project surveys had been very helpful there should be a comprehensive census of rural industries throughout the country for which an opportunity would arise at the next census.

2. It was recommended that the life of the pilot projects should be extended up to March 1961 to enable the implementation of the potential survey reports and proper conclusions to be drawn. The recommendations for finance and controlled materials should be given very high priority. There should be a sales depot in each pilot project for all industries to which should be attached a sales depot for raw materials, tools and requisites to artisans in the pilot project. This composite sales depot of finished goods, raw materials, tools and requisites may be managed either by the multipurpose co-operative of the project or

by the Government if such a co-operative does not exist. Such a composite sales emporium should be in addition to any sales emporium which the Khadi and Village Industries Commission may sanction for the area.

3. The Development Commissioner for Small Industries had already taken note of the fact that the assistance of the other Boards, the Khadi and Village Industries Commission and of the State Directorates of Industries should be obtained in compiling the project reports.

4. Since the survey reports were not ready, it was premature to draw conclusions. It was also to be remembered that general conclusions in the matter of Industries are liable to be of so general a nature as to be of very little use. But the pilot projects would serve to throw up much important information on

(a) Industrial Co-operatives,

(b) Pattern of Industrial Extension Service,

(c) Economics and feasibility of model schemes advocated by the various boards, and

(d) Conclusions from controlled observations of the working of certain types of indutsries.

The survey report ought to give us some information also of the development of markets and change of consumer tastes. The State Governments would perhaps like to study the survey reports and make their observations within two months of their receipt.

(iii) *Rural Industrial Estate* :

The Rural Industrial Estates had not yet started functioning in any State, because the sanctions were given only in November 1957. No experience was therefore available.

2. Subject to the conditions that a Rural Industrial Estate should be located in a block where electricity and a number of the right type of entrepreneurs are available together with facilities of marketing, communications and water supply and that such an industrial estate should be linked with projects of rural housing, each State may ask for more rural industrial estates in 1958-59. It was also emphasised that establishment of a rural industrial estate will take two or three years.

(iv) *Institutional financing of rural industries* :

The Conference doubted whether there was any reasonable way of utilising the resources at the disposal of money-lenders and traders in a legitimate way, because these professions would certainly not find it profitable to lend money to co-operatives, not to mention the fact that their association as non-producing members would go against the principles of co-operation.

2. In the present state of industrial development, the Conference would like that each central co-operative bank should earmark a portion of its funds for lending to rural industries and should have an industrial finance committee under its board of directors on which should be represented the interests of rural industries. This industrial finance committee should also have a representative of the industries department.

3. It was the general opinion that the State Aid to Industries Act had already been liberalised in all States in the light of local conditions. The scheme had just started on a considerable scale but more and more funds would be required.

4. It was recommended that the pattern of underwriting of losses obtaining in the case of handloom should be applicable uniformly in all cases, *viz.*, 50 per cent by the Central Government, 40 per cent by the State Government and 10 per cent by the bank in individual cases. The Central Government should, however, bear losses up to 5 per cent of the total loans issued.

5. It was also suggested that Government should grant subsidy for technical staff to be employed by the Central and State Co-operative Banks for supervising credit extended to village and small industries.

(v) *Development of Marketing* :

The Conference felt that there should be more sales depots, the staff and establishment of which should be subsidised. There should be allotments for expenditure on propaganda and publicity, exhibitions and audio-visual aids.

Government should set up testing stations and laboratories for raw materials and finished products and units for quality marking.

2. There should be an increase in mobile vans in each State to popularise sales on a regional basis.

3. It should be possible for village panchayats and co-operatives to organise weeks to support local industries several times every year, at least during the important festivals.

4. The State Governments should extend and liberalise their policy of purchase of cottage and small industries products to meet departmental needs.

5. It was recommended that Government staff, particularly employed on rural development work, may wear khadi and patronise products of village and small scale industries.

6. The difficulties in the development of marketing are mainly lack of finance and trained personnel.

7. It is emphasised that cottage and small scale industries should be organised specifically to produce goods for which a known demand exists, and generally to meet local needs.

(vi) *Industrial Co-operatives* :

The recommendations made in the agenda notes, as set out below were accepted :—

(i) Intensive publicity in the principles and practices of co-operation and regular propaganda among the members; to arrange camp training for the members and executives of the Industrial Co-operatives particularly the latter.

(ii) Government to provide paid supervisory and technical staff, say, for the first three years.

(iii) There should be supervisory staff of department and/or financing agency for a suitable number of industrial co-operatives.

(iv) There should be an auditor for at least 30 co-operatives.

(v) Government to make contributions towards the share capital of the societies as in the case of handloom societies.

(vi) Peripatetic demonstration-*cum*-training centres to go to various villages to work with the artisans and improve their technique of production and educate them on the broad basis of improved production.

(vii) Multipurpose co-operative societies and consumer societies should be given incentives to take up the marketing of the products of Industrial Co-operatives.

(viii) Members of the Industrial Co-operatives should take the lead in using in their own houses the products of the cottage industries; other local organisations also should be persuaded to purchase cottage industry products. Government servants also should set an example.

(ix) Exhibitions and melas of cottage industry products should be held at places where rural folk usually assemble, coupled with a system of awards and prizes. During the exhibition week hundis may be sold by the village panchayats. All this will help in developing a taste and a fashion for cottage industry products.

(x) Outside markets should be tapped. For this there should be a well organised apex union for marketing at the State level with a net work of affiliated marketing unions at the block level.

(xi) Industrial Co-operative associations or unions beginning from the block level to state level should be formed.

(xii) 90 per cent advance by the Government and local bodies on purchase of the articles from the Industrial Co-operatives should be permitted as soon as goods are supplied.

(xiii) The Government should fulfil as many of its requirements as possible through the cottage industry products, and spheres of production should be reserved.

(xiv) Sales tax should not be levied on sales of products of Industrial Co-operatives.

(xv) The members of co-operative societies should be those who are actually engaged or actively interested in a particular trade or craft so that identity of professional and economic interests is maintained.

(xvi) Industrial Co-operatives should limit their activities to services and supply.

(xvii) If joint production was undertaken, the system of paying wages on piece work basis was recommended.

(vii) *Training of Rural Artisans* :

It was suggested that a decision on the pattern of training of rural artisans should await the report of the Working Group on Training-*cum*-Production Centres. This group set up by the Development Commissioner of Small Scale Industries in the Ministry of Commerce and Industry should be requested to make specific recommendations on the training of rural artisans and their training centres and should associate the Ministry of Community Development in its deliberations.

2. It was recommended that each State should make a close scrutiny as to how many peripatetic demonstration parties can be wound up without harm to the cause of training of rural artisans.

## Education

### *Administration*

(i) *Ways and means of improving attendance in Elementary Schools* :

The proportion of children in the age group 6-11 at schools rose from 42 per cent to 53 per cent by the end of the first Five Year Plan and is likely to increase to 63 per cent by the year 1960-61. While steps are being taken to develop adequate facilities to ensure this coverage, it is necessary to see that the existing facilities are being fully utilised.

Even in the villages where enough elementary schools are provided, it is found that not at all the school-going age children attend the school. Some of the reasons contributing to this situation are :—

(a) Inability of certain families of lower economic group to send their children to schools due to economic difficulties.

Some of these families are too poor to afford even the cost of books and stationery required in primary classes.

(b) Use of children for assistance in the family.

As the services of all the adult members of the family are required on farms and other occupations, school-going children are kept at home either to look after the younger children or their services used for tending cattle or earning somethings for the family.

(c) Lack of interest on the part of the parents.

(d) Lack of contact of the school teachers with the parents.

(e) Limited interest of the school teacher in the well-being of the children of the village.

An important measure to encourage attendance at schools would be to provide free mid-day meals to the poor children; another would be to provide all such children with books and stationery free of cost. If possible, some monetary aid should also be given in the form of scholarships and stipends. In addition to these, personal care of children by the school teacher and direct contact with their parents would naturally contribute in improving attendance in elementary schools.

State Governments which have included these items in their development programmes are receiving Central grants thereon. For instance, the Governments of Mysore, Madras, Kerala and Pondicherry which have included the scheme of supplying free mid-day meals in their educational development programme, are receiving Central assistance on the accepted basis. In view, however, of the serious limitation of funds available for educational development and improvement, it is not possible either for the State Governments or for the Government

of India to undertake such schemes on a comprehensive scale. In this circumstances, the Conference may consider ways and means of improving attendance in existing schools.

(ii) *Problem of wastage and stagnation in village schools*:

The Second Five Year Plan has drawn attention to the serious problems to wastage and stagnation in the field of education. According to this, wastage exceeds 50 per cent at the primary stage. Out of the 100 pupils who join the first class at school, scarcely 50 reach the fourth class; the rest dropping out before completing four years at school which is regarded as the minimum period for providing permanent literacy. This wastage is greater in the case of children attending village schools.

Among the many reasons contributing to the problem of wastage and stagnation in village schools some are :—

(a) lack of personal attention of teachers to the performance of children attending the school;

(b) want of proper accommodation in school;

(c) poor quality of teachers and teaching aids;

(d) want of proper encouragement to teachers;

(e) want of proper supervision;

(f) use of children for assistance in the family either to help or to earn something for the family.

It is suggested that the Conference may discuss the measures to minimize the wastage and stagnation in the village school. In this connection, the Second Five Year Plan gives the following suggestion :—

"The introduction of compulsion is essential. This enforcement may be easier if busy agricultural seasons coincide with school holidays, as far as possible. Further, specially in rural conditions, efforts should be made to give a practical bias to education, as far as possible. The principal remedy or stagnation lies in improving the quality of the teachers and the teaching techniques, including understanding of the human relations and personality problems".

Some of the problems of wastage and stagnation in the school are already known to the educationists; others require study and research. It is hoped that the Conference may suggest practical measures to minimize this problem.

(iii) *Community participation in the organisation and maintenance of village schools* :

The essence of Community Development is the effective participation of the members of the village community in assuming gradually the responsibilities of development programme. Education being a vital programme of development, participation of the community is essential in the organisation and maintenance of the village school.

There are many ways in which the rural community can be associated with this programme. Where the villagers are anxious to have new building for their school or to improve the existing building and are prepared to contribute substantially, their contribution can be effectively harnessed in the construction of the school building in providing aids and equipments for the school with the help of the Block budget. Once the school building is constructed, the community or the Panchayat should accept the responsibility of looking after its maintenance.

The interest of the community has to be secured in increasing enrolment of children in the village school. Parents should also be encouraged to co-operate in maintaining regular attendance of children already enrolled.

The association of village women is found helpful in bringing girls to school. The following measures are suggested to affect improvement of girls in the schools :—

1. Appointment of school mothers with the object of encouraging parents to send girls to schools.

2. Provision of free staff quarters to women teachers.

3. Attendance scholarships to girls which may be paid in kind in the form of clothes, mid-day meals. books, etc.

| | |
|---|---|
| Class I & II . . | 50 nP. |
| Class III & IV . . | Re. 1 |
| Class V & VI . . | Rs. 1.50 |
| Class VII & VIII . . | Rs. 2 |

4. Exemption from tuition-fees of all girls in Elementary schools, except Public Schools.

5. Preference to women teachers, as well as preference to married men teachers whose wives have received some education, for appointment as teachers in Elementary schools.

6. Relaxation of rules to permit part-time employment of women teachers as Music Teachers etc.

7. Co-education at the elementary stage and if necessary, shift system for the boys and girls.

8. Special curriculum for girls to make girls' education more attractive to parents.

9. Raising of the maximum age of recruitment for women teachers to about 40 to 45.

10. Relaxation of educational qualifications for women teachers to enable employment of more women.

Special attention of the community may also be drawn to the need of helping the poor classes who are at present denied the benefit of education because of their poverty and social status.

For the establishment of an effective machinery to secure continuous co-operation of the village community in the organisation and maintenance of the village school, villagers may be encouraged to constitute a sub-committee of the Panchayat to look after the educational needs of children and adults in the village. In addition, the school teacher may form Parent-Teacher Association to maintain and increase the interest of the parents in the activities of the school. The use of the school building for Community Centre can also provide an additional opportunity of relating the interest of the community to the village school.

The Conference would like to consider other ways and means of securing effective participation of the village community in the organisation and maintenance of village schools.

(iv) *Progress made in taking up Pilot Projects for compulsory Primary Education in selected blocks* :

The Sixth Development Commissioners' Conference while considering the question of compulsory primary education in rural areas, felt that though many States had compulsory primary education in one or more areas, there was not enough knowledge on the subject which could be considered adequate for undertaking a countrywide expansion programme. It, therefore, recommended that States might consider the desirability of starting a few Pilot projects in C. D. blocks for compulsory primary education to find out the nature and magnitude of the problem involved.

The Ministry of Education and Scientific Research *vide* its letter No. F. 39-15/57B.1., dated the 21st November, 1957, to all State Governments and Union Territories stated that the Union Ministries of Community Development and Education and Scientific Research were eager to encourage the launching of such pilot projects in order to gain adequate knowledge and experience which would be required for the purpose of introducing universal and compulsory primary education in the whole country as early as possible. It further stated that it was of

the utmost importance and urgency to acquire this knowledge and experience in view of the important recommendation made by the Educational Panel set up by the Planning Commission at its meeting held in July, 1957 at Poona to the effect that the provision of universal and compulsory primary education for the age group 6-11 years must be completed by the year 1965-66.

Some States have made some progress in the implementation of the recommendation. The Conference may like to consider the steps which have been taken in this direction and provide further guidance in light of the experience so far gained, specially with reference to : (i) legal measures, (ii) poverty of guardians, (iii) difficulties about orthodox families; (iv) girl students; (v) requirements of work at home; (vi) manner of starting compulsion; (vii) strengthening of the Inspectorate; and (viii) financial implications.

(v) *Problem of accommodation of the village school*:

The provision of a proper school building, which even on a modest scale, is estimated to cost about Rs. 4,000, is a serious limiting factor in the expansion of elementary education in the villages. Real education, however, need not be dependent on brick and mortar. It is possible to impart even the highest type of education and certainly elementary education in the open, under a tree. Our country has such a tradition. Even in our own time, Santiniketan has set an inspiring example. Of the four important constituents of education, namely, teaching staff, books and equipments, supervision and buildings, the last may be assigned the lowest priority. With the very limited funds available for education, an elementary school may be started with only one closed room for storing books, equipments, etc., against all weather. There may be another shed with low walls to provide shelter during actual rains. Hours of work and holidays may have to be adjusted according to the seasons.

The Conference may discuss this problem of provision of school buildings and may consider the desirability and feasibility of opening a primary school with the first three essentials without waiting for the construction of a proper school building. It is far more essential to have capable and qualified teaching personnel, adequate equipment and intelligent and sympathetic supervision and professional guidance than to have costly buildings. Appendix 'A' may also be seen in this connection.

*Co-ordination* :

*Difficulties experienced in adopting the Block as a Primary Unit for educational planning, development and administration ;* The Sixth Development Commissioners' Conference held at Mussoorie in 1957 while recommending the adoption of the Block as the Primary Unit

for educational planning, development and administration stated that the advantage of operating with the Block as unit would be to utilise fully the atmosphere that was created in the Block due to other developmental activities and the growing enthusiasm of the people and their participation.

The Committee on Plan Projects recognising the merit of this recommendation observed that the Block should be treated as the administrative unit of all Development Departments so that there was one unified set up without duplication of numbers, over-lapping of jurisdiction or blurring of responsibilities.

The Second National Subject-matter Seminar on Education and Social Education held at Gwalior gave further thought to this question. It observed that the difficulties envisaged in this connection were about making the beat of the Assistant Inspector of Schools co-terminus with the Block, because this would necessitate an increase in the number of Assistant Inspectors of Schools by 50 to 60 per cent. It further stated that although the question was being studied by most of the States, it was their expectation that the Government of India would aid them in respect of the additional cost involved.

This question was also considered at the first meeting of the All India Council for Elementary Education held in March, 1958.

In view of the fact that most of the States are still considering the question of adopting the Block as a unit of development of the programme of education in rural areas, it is necessary for the Conference to examine the difficulties faced in the implementation of the decision, specially with reference to (i) financial implications; (ii) availability of trained Sub-Inspectors of Schools; (iii) Administrative reorganisation; and (iv) non-availability of accommodation for the Sub-Inspectors of Schools in the Block headquarters etc.

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**Enclosure to Agenda Item I(6)**

APPENDIX 'A'

Suggestions regarding the holding of Primary and Secondary School classes under the trees have been made. These deserve serious consideration because of the following :—

(i) The number of schools is inadequate. The present provision caters to the requirements of only half the number of pupils of age group 6-11 and of about one-third of the number of pupils of age group 6-14.

(ii) India, speaking in general terms, has a warm climate and for a greater part of the year classes can be held in the open.

(iii) There is scarcity of building material at the present moment. Besides, the cost of construction is going up.

(iv) Education under the trees will provide direct contact with nature and also enable the teachers to give up the traditional methods and resort to activity methods instead.

(v) It may facilitate the conversion of traditional schools into the basic pattern.

(vi) It will bring about a large reduction in the capital expenditure and the same could be used for improving the status of the teacher and providing necessary equipment.

In order to protect the children from the vagaries of the weather, the following measures could be safely adopted :—

(i) The working hours should change with the change in season;

(ii) The evening hours must be utilised gainfully during summer months; and

(iii) The school vacations should coincide with the monsoons;

Incidentally, it may be observed that some Middle East and African countries have adjusted their school calendar to avoid the most severe weather conditions and they claim to have saved as much as 75 per cent of school costs for this reason alone.

This, however, should not lead one to the idea that schools can just function under trees and that the construction of buildings can be completely done away with. Every school should be an open-air school but the "one-tree-one-school" approach will not bear any fruit.

As a way out we suggest that a school should be planned completely but it should be built by stages. To start with, we should build only the nucleus and it should be done by the State Government at State expense. Such a nucleus would be so planned as to provide storage space, display space, work bench, blackboard, bulletin board and create proper teaching environment. It would be only a small part of the total plan and would permit the school to function immediately and effectively. Several plans may be suggested that could be built on "nucleus first" basis.

If a nucleus provides the teacher with the essential teaching aids that he needs and a safe place to store them, the next question is that of providing a shelter for the class. This, in our opinion, could be made the responsibility of the parents and the community. At first it might have to be only the shade of trees or possibly a simple shelter of bamboo and palm leaves. In years to come the parents will probably want to improve this gradually and possibly even complete the entire original plan with cement floor, a permanent roof, and the necessary environmental controls.

We also feel that the teacher and the pupils must have a definite responsibility in developing an effective teaching environment. In the plans suggested on the "nucleus first" basis, every class-room should

have a planting area as part of the instructional area (for growing flowers, shrubs and trees and for other activity) to be developed and cared for by the class.

The acceptance of these suggestions will give proper recognition to local effort. We may go a step further and even rate the parents on how well they have co-operated in providing a pleasant, healthful, and practical class-room environment. Possibly, the school inspector could post such a certificate in each "nucleus" classroom periodically as an inspiration to greater effort. Another certificate should rate the class and the teacher on how well they have improved their immediate surroundings (flowers, shrubs, etc).

For the proper implementation of the plan, it will be imperative on the part of the State Department of Education to provide much simple guide material to guide and inspire all local effort.

The real advantages of a nucleus would be :—

(i) to get a well equipped school functioning quickly and with a minimum of expenditure;

(ii) to provide a flexible long range plan within the means of every community;

(iii) to provide the teacher with better tools than are available in the present-day school buildings;

(iv) to induce and inspire local effort ;

(v) to give local effort a simple plan of action;

(vi) to create an environment that will almost automatically lead to adoption of some form of basic education;

(vii) to shift financial responsibility from Government to local effort;

(viii) to bring about better team-work between pupils, parents and the Government.

It is also considered not only desirable but essential to provide teachers' quarters as an essential part of the school building, There are several reasons for this and they are as follows :—

(i) This will help in the proper integration of academic and other work.

(ii) The general trend is to lengthen school hours and make social and community work an integral part of the school. This naturally requires that teachers should stay on the premises so as to be available for longer hours than before.

(iii) It will also give an opportunity to the community to make better use of the school and its ancillary services.

(iv) In rural areas, it is not always possible to find a teacher belonging to the community itself. He has to be brought from some other place. As houses are not available on rent in small villages the accommodation of the teacher becomes a problem. This problem becomes very acute in the case of women teachers and is one of the main obstacles in the spread of education amongst women.

(v) It will raise the status of the teacher and consequently improve the quality of fresh entrants to the profession.

The building of the quarters could be financed in different ways :—

(i) Central and State Governments should give gran-in-aid to institutions for the purpose.

(ii) The scheme pertaining to the Campus Work Projects should be so altered as to include construction of teacher quarters.

(iii) The amount provided for low income housing schemes should for some time be reserved for providing quarters for teachers.

(iv) Loans should be given to Panchayats and to the management of denominational institutions for providing quarters for teachers.

(v) In urban areas banks, insurance companies and other industrial concerns should be encouraged to build houses and charge rent on the same basis as is done in the case of houses built by Government.

(vi) Some other schemes on the lines of the industrial housing scheme should be worked out to provide teachers houses.

It must be mentioned that the "nucleus first" approach implies a careful selection of the school site. It must be such as may be able to cope with all demands that may be made on it now or in the years to come. Such demands on the site will be as follows :—

(i) Sufficient building space for new and for future expansion;

(ii) Sufficient outdoor instructional space as may be demanded by new methods of teaching with particular reference to basic education;

(iii) Sufficient play space;

(iv) Sufficient space to provide for community recreational activities as such demands materialise;

(v) Sufficient space to house community facilities on school grounds (clinics, reading rooms etc.).

(vi) Sufficient space to construct housing for teachers;

(vii) Sufficient space to provide garden space for teachers;

(viii) Sufficient space to provide feeding facilities for the school;

(ix) Sufficient space for community cultural activities;

(x) Sufficient space to provide whatever facility the community desires to add to better serve the children and the adults of the area.

To conclude we suggest as follows :—

(i) The site should be chosen very carefully and should be provided in rural areas by the community and in urban areas by the local authorities.

(ii) A master plan should be drawn up thoughtfully for the site as a whole. In doing this, it should be remembered that schools are neither built for the past nor for the present. They have to be planned and built for the future.

(iii) The master plan should be followed by the construction of the nucleus. It should be financed entirely by the State. It should be strong, beautiful and functional and should inspire the community to complete the master plan and do so in a befitting manner.

(iv) As numbers grow, the nucleus could be repeated and the school would be able to receive more of scholars.

(v) The shelters for the class-rooms should be provided by the community. They may be very simple to start with, but the aim should be to have them as strong beautiful and functional as the nucleus.

(vi) Equipment both for craft and for teaching aids should receive high priority and should be provided by the State.

(vii) Teachers quarters should be considered as an integral part of the school plan. Some plan for capital outlay for the purpose may be worked out.

A school developed on these lines will provide ample facilities to the teacher to follow the best educational programme that has been devised so far and also keep the way open for further improvement that may be suggested. It will also be a living and lasting sample of the co-operation offered by the community for the welfare of its children and youth.

(vi) *Some practical suggestions for immediate improvement in the existing primary schools*:

On the recommendations of the Central Advisory Board of Education, Basic education has been accepted by almost every State in the country as the pattern of universal mass education. Yet, owing to the combination of a variety of circumstances, not the least of which is the non-availability of adequate trained technical personnel, the traditional system of elementary education still holds the field, basic institutions accounting for a very small percentage of the total number of elementary schools in a state. It should be obvious, therefore, to any educator that the existence of two parallel systems of education is not

only wasteful and unsatisfactory but is calculated to bring the two divergent systems into clash with each other, thus hindering the growth of the accepted pattern of elementary education. While the full development of all the existing primary schools into basic, must necessarily be a slow gradual process involving considerable time, it is suggested that immediate steps be taken to introduce in the ordinary primary schools, a programme of educational activities which are at-once wholesome and practicable and which do not involve any great outlay of money.

The following suggestions are made for immediate improvement :—

(1) *Introduction of a common curriculum and syllabus*: The contents of knowledge for the children in the age group 6—14 whether studying in primary or basic institutions should be the same. It should not be difficult to prepare such an integrated syllabus. In fact, such a common syllabus, the details of which have been carefully worked out, has already been introduced in some States.

(2) *Introduction of craft work in all primary schools*: Training of the hand had been woefully neglected in the past in the education of our boys who must be made to realise quite early in their life that all work is allowed. A school should be free to choose its basic craft which should fit into the natural and social environments of the school and which should hold within it the maximum of educational possibilities.

(3) *"Community Living"*: The school should organise itself as a living and functioning community—everything in the school being organised on a co-operative effort of the teachers and the pupils. The school community cannot, however, function in isolation from the community outside with which it should fully co-operate and to which it should organise various types of social service. The school and the community have to be closely integrated to the natural advantage of both.

(4) *Similar method of teaching* : While mastery of the technique of correlated teaching will naturally involve prolonged training in a training institute, there is no reason why the teaching in the ordinary primary school cannot also be related to life and experience of the pupils and made through activities. The ordinary primary school teacher can profitably adopt this method without any elaborate training.

(5) *Evaluation and assessment* : The method of formal annual examination obtaining in ordinary primary schools which determines the progress made by a pupil during the year, can easily be supplemented by a method of assessment and evaluation of work done throughout the year and by a system of maintenance of cumulative records.

(6) *Self-Government of the school by the pupils*: This will give them an early training in co-operative efforts, in the management of their own affairs and in undertaking responsibility. It will also develop

in them the qualities of initiative, enterprise and leadership. With the attainment of independence, education in citizenship as distinguished from purely 'literary' education has become a matter of paramount national importance.

(7) Introduction of mass prayer or community singing.

(8) Cleanliness of the school compound and the neighbourhood.

(9) Laying out of a school garden (including a kitchen garden where sufficient land is available) and looking after it.

(10) Organisation of a weekly assembly.

(11) Organisation of weekly cultural and recreational activities.

(12) Monthly gathering of parents; guardians and other villagers to keep in touch with the problems of the school and the school progress.

(13) Observance of local and national festivais.

(14) Setting up of exhibitions.

(15) Organisation of games and sports including formation of troops of scouts and guides.

These and similar items of educational activities which are only illustrative and not exhaustive can be immediately and profitably introduced without any great outlay of money, in any primary school without waiting for its conversion or development into a full-fledged basic school at some distant future date.

Even the limited improvements in the existing primary schools suggested above can be effected only with the help of the primary school teacher. In any scheme if improvement or *orientation*, it is ultimately the teacher who matters and who alone can deliver the 'goods'. The improvement of the teaching personnel, therefore, must be a condition precedent to the implementation of any of the above suggestions.

For immediate improvement of the teaching staff, the following measures are suggested :—

(i) Any emergency short-training course.

(ii) Holding of periodical teachers' Seminars.

(iii) Extension Service attached to all training institutions.

(vi) Establishment of 'Central' schools at least one in each block which should act as a model and which should be periodically visited by the teachers of other schools in the block.

(v) Publication of journals which should contain reports of and give wide publicity to good work done in progressive institutions.

To ensure initial recruitment of teachers of the right calibre and qualifications who can demonstrate in their own lines, realisation of dignity of labour, a spirit of co-operation, and a sense of joy and fulfilment in the performance of their duties, the pay-scales of the primary school teachers, which do not, at present, provide for even a living wage, must be revised and made more attractive. It must be clearly realised that if the nation wants good education, as it certainly does, it must pay for it. Education on the cheap can only mean 'cheap education'.

With the limited financial resources available, however, for development of social services in the Second Five Year Plan, it may not be immediately possible to effect any substantial improvement in the pay-scales of the primary school teachers which has to await better times. As an interim measure, it is suggested that the following steps which are calculated to afford some relief to the poorly-paid teachers may be considered :—

(i) provision of at least one acre of fertile land by the village community to be cultivated by it, to augment the meagre income of the village teachers;

(ii) an allowance of up to Rs. 10 per month to the village primary school teacher;

(iii) an allowance of up to Rs. 20 per month to the Head teacher of the village middle school;

(iv) an allowance of up to Rs. 30 per month to the Head Master of the village High School.

The allowances under (ii), (iii) and (iv) may be provided from the block budget.

With the additional income and allowances, vouchsafed to the village teacher affording him some relief from his financial worries and anxieties, he should be able not only to take keener and more lively interest in the effective implementation of the educational programme outlined above but also to devote some time to the development of the village community around him of which he would be an integral part. The village school should be the community centre with the village teacher and the senior pupils initiating, organising and participating in extension work such as adult literacy centres, reading rooms, libraries, recreation clubs, and other types of social services for the benefit of the village community.

The Head Master of the middle school should be able to assist in the supervision, guidance and direction of the neighbouring primary schools both in academic and extra-academic work. Similarly, the Head Master of the village high school should be able to play the general role of friend, philosopher and guide of the entire neighbouring village community including the neighbouring middle schools. The close integration and identification of the school with the community will be to the mutual advantage of both.

## Main Recommendations & Conclusions

(i) *Ways and means of improving attendance in elementary schools* :

1. In order to improve attendance in rural schools, it was recommended to provide free mid-day meals as also books and stationery free of cost to poor children. Wherever such meals were provided the attendance registered a steady increase. But as the attendance rose, as in the tribal areas where free mid-day meals were provided by the Ministry of Home Affairs, increasing difficulty was experienced on account of ever-swelling cost. The need for providing mid-day meals, however, existed irrespective of the question of attendance. The following were some of the suggestions made for overcoming the financial difficulties involved :—

(a) Adequate provision should be made in the State budget with Central subsidy. It was noted that the States of Madras and Kerala had provided a sum of fifty lakhs and fortyfive lakhs respectively for the purpose.

(b) The village community should be associated with the provision of mid-day meals. A Committee of the Panchayat or a suitable voluntary organisation should be entrusted with the responsibility of organising mid-day meals to children.

(c) Donations could be collected by way of grains or cash.

(d) The villagers may also be encouraged to set apart a specific extent of land, the income from which should be utilised towards the cost of noon feeding.

(e) It was noted that the UNICEF had a scheme for subsidising the cost of free mid-day meals, in addition to supply of free skimmed milk powder. The assistance offered may be utilised in this connection.

(f) The skimmed milk powder lying in stock with State Governments and voluntary agencies could be made available to school children in rural areas with some grant from Block funds, if necessary, to cover the cost of transport.

Provision of wholesome nutritive food at as low a cost as possible should be the sole criterion in this regard.

The supply of free mid-day meals should be open to all children, though some may not care to take advantage of it.

2. Another important measure suggested for improving attendance was provision of creches for children below school going age, so that the elder children could be relieved of the responsibility of looking after them and thus enabled to attend school. These creches may be managed by voluntary workers, members of Mahila Samitis etc., taking turns to look after them. Where there is a Welfare Extension Project under the Social Welfare Board, these creches may be run as part of the Project. Such creches may be located at Community Centres, Mahila Samajes or in the buildings attached to schools.

3. In order to effect improvement in the attendance of girls in the schools, the following measures were suggested:—

(i) Appointment of school mothers.

(ii) Appointment of women teachers.

(iii) Provision of free residential quarters for women teachers 75% grant given by Government of India for the construction of quarters for women teachers should be taken advantage of by the States.

(iv) Attendance scholarships to girls which may be given in kind in the form of clothes. books etc., particularly in backward areas. It was noticed that wherever clothes were distributed to girls, attendance had considerably improved.

(ii) *Problem of wastage and stagnation in village schools* :

The following measures which were calculated to reduce wastage and stagnation in schools, were recommended :

(a) The schools should be made more attractive by introduction of extra-curricular activities.

(b) The hours of work as also holidays should be adjusted in accordance with local conditions, particularly keeping in view the time and season of agricultural operations.

(c) All teachers should be fully trained. It was noticed that wastage occurred most in signle teacher schools which had untrained teachers. Only trained teachers should be posted in such schools.

(d) New schools should be opened in a planned manner in areas where there was a genuine need for a school. The opening of uneconomical schools on extraneous considerations, should be avoided.

(e) A proper enforcement of the scheme of compulsory education is also calculated to reduce wastage in the higher classes.

(iii) *Community Participation in the organisation and maintenance of village schools* :

Education being a vital programme of development, participation of the community in the organisation and maintenance of the village school was considered essential. The following recommendations were made in this behalf :

(a) The community should accept responsibility for supervision of the school. A sub-committee of the Panchayat may be constituted for the purpose.

(b) The community should be encouraged to contribute substantially towards the cost of construction of school buildings and quarters for teachers.

(c) Parent-Teacher Associations which are conducive to cordial relations between parents and teachers should be formed.

(d) The school should be the community centre which would naturally increase the interest of the community in the village school.

(iv) *Progress made in taking up Pilot Projects for introduction of compulsory elementary education in selected blocks* :

No State had started a Pilot Project. The results of the block-wise Educational Survey which was carried on under the auspices of Government of India were awaited. Some States might be able to start such Pilot Projects in the current year.

(v) *Problem of accommodation in the village school* :

The Conference recommended that of the four important constituents of education, namely teaching staff, books and equipments, supervision and buildings, the highest priority should be given to providing suitably qualified teachers, with improved scales of pay, books and equipment in the school and the lowest to buildings. While the difficulties and disadvantages of locating a school in the open under a tree as compared with the comforts and amenities afforded by buildings were obvious, there were distinct advantages also of such a location which should not be overlooked. With the very limited funds available for education, an elementary school has to have an inexpensive structure in tune and harmony with rural surroundings to facilitate spread of elementary education. The village community should also be invited to contribute towards construction of such a building, which would give it the feeling of the school belonging to the community.

(vi) *Some practical suggestions for immediate improvement in the Primary schools* :

Pending the full development of all existing primary schools into basic, which must be a slow gradual process involving considerable time, the following measures were recommended for immediate improvement of the ordinary primary schools :

(a) There should be a common curriculum and syllabus both for Basic and non-Basic Schools.

(b) There should be similar methods of teaching in both the types of schools. While mastery of the technique of co-related teaching will naturally involve prolonged training in a training institute, the method of teaching which is related to life and experience of the pupils and is made through activities, can be profitably adopted without any elaborate training.

(c) Some craft work which fits into the natural and social environments of the school and which holds within it the maximum of educational possibilities should be introduced in all schools.

(d) The school should be organised as a living and functioning community everything in the school being organised on a cooperative effort of the teachers and the pupils. The school

community cannot, however, function in isolation from the community outside, with which it should fully cooperate in organising various types of social service. The school and the community have to be closely integrated to the mutual advantage of both.

(e) The method of formal annual examination should be supplemented by a method of assessment and evaluation of work done throughout the year and by a system of maintenance of cumulative records.

(f) A system of self-government of the school by its pupils, which would develop in them the qualities of initiative, enterprise and leadership should be encouraged in every school.

(g) A programme of educational activities such as mass prayer or community singing, cleanliness of the school compound, laying out of a school garden (including a kitchen garden where sufficient land is available), organising a weekly assembly, organisation of weekly cultural and recreational activities, monthly gathering of parents, observance of local and national festivals, setting up of exhibitions, organisation of games and sports etc., should be undertaken in every school.

For implementation of the above suggestions it is necessary that the quality of the ordinary teacher of the primary school is improved. For immediate improvement of the teaching staff, the following measures were suggested :—

(i) An emergency short-training course.

(ii) Holding of periodical teachers Seminars.

(iii) Extension Service attached to training institutions.

(iv) Establishment of 'Central' schools at least one in each block which should act as a model and which should be periodically visited by the teachers of other schools in the block.

(v) Publication of journals which should contain reports of and give wide publicity to good work done in progressive institutions.

The village school teacher should be entrusted with the organisation of extension work in the village, such as, adult literacy centres, reading rooms, libraries, recreational clubs and other types of social services for the benefit of the village community. A suitable allowance should be given to the teacher for such extension work. It was also recommended that the village community may set aside at least one acre of fertile land to be cultivated by it to augment the meagre income of the village teacher.

*Coordination :*

The Conference reiterated the recommendation of the Sixth Development Commissioners' Conference to make the jurisdiction of the S.D.I. co-terminus with the block. As elementary education expands, it would be necessary in any case, to have one S.D.I. per block as he could not be expected to effectively supervise more than 60 schools at the most.

## (7) Social Education

(i) *Proposal to separate the responsibilities of promoting and developing community organisations in the rural areas and of organising formal adult education programme in the role of* Social Education Organiser :

The role of the Social Education Organiser has been a source of some confusion. In the first Five Year Plan this functionary was named Community Organiser. Later, the designation was changed to Social Education Organiser. Much of the confusion is due to failure to distinguish between Social Education and the concept of Extension. Every extension worker in a sense is a social educator, as he tries to bring about in his own field of work change in the practices of villages. By separating and emphasising the role of S.E.O. as a special functionary for Social Education it got mixed up with the role of other functionaries. Dr. Douglas Ensminger, Mr. M. L. Wilson and Dr. Carl Taylor complained about the vagueness of the role of the S.E.O. They were afraid that this vagueness might retard effective use of this functionary in India's Community Development programme. Dr. Taylor observed that the job of the S.E.O. had not developed in field operation in the way it was originally described, largely due to absence of clear instructions. The Estimates Committee also suggested that "the duties and functions of the S.E.O. should be clearly laid down to avoid any chance of overlaping of duties and the wrong concept of the goal of Social Education". The evaluation reports too have drawn our attention to the prevailing confusion about the functions of the SEO.

In the effort to redefine the role of this functionary, it is realised that his primary responsibility should be to work with the village community through its people's organisations and help to bring about community readiness for self-help. His responsibility should be to create in the villagers an active and intelligent interest in their problems, help them to develop self-confidence and self-reliance. In other words, he should promote in the villagers a sense of civic responsibility and the habit of good community living. This he can best do by associating with the existing community organisations or promoting new organisations and developing local leadership for assuming the responsibilities of the development programme. The importance of Community Organisation in the process of Community Development cannot be over-emphasised.

With the acceptance of the emphasis on people's participation and the decentralization of power as suggested in the report of the Committee on Plan Projects, it is essential that such a functionary be assigned the function of working directly with people's organisations for enabling them to assume the responsibilities of the Community Development programme. In support of this the COPP Report states: "In this movement for improvement in local conditions, we must realise that the changes or improved methods with are accepted

are only a stage in a continuing process. In order to ensure continuity, it is essential to bring the village panchayats and other community organisations in villages in the picture. Social Education should give considerable attention to the improvement of the working of community organisations where they exist or to bring into existence healthy organisations for providing the sustained impetus. Village leaders should be enlisted in the effort to impart Social Education. The desire for change for better should be inculcated in village leaders and they should be assisted in spreading this educational process through their followers to the rest of the community. The Social Education Organiser should recognise healthy leadership where it already exists and should also identify potential leaders and assist them unobstrusively in becoming leaders and accepting the responsibility of leaders for the improvement in the life of the community". (Page 105 of COPP Committee Report Volume.)

These considerations lead to two inevitable conclusions. The role of the present SEO has to be so redefined as to relate him directly to the community organisations and a separate Extension Officer for Education has to be introduced in the Development team. Indeed, this need for Education Extension as an integral part of the C. D. programme exists by itself. The village school can best be linked with the community through the programme of Education Extension. This work of Education Extension can most effectively be given to the Sub-Inspector of Schools after adopting the Block as a unit of educational planning and development. He may be suitably named as Block Education Officer. He should become an integral part of the Development team and help in promoting the educational programme in the block. By his position in the Education Department, he will be more effective in getting the cooperation of the village school teachers in organising literacy classes, libraries and reading rooms etc. for adult members of the villages, thus furthering the role of the School teacher in the education of the villagers.

This proposal to bifurcate the two important but distinct responsibilities to different functionaries is not to under estimate the importance of educational programme in the community or to relegate the functions of education in the community development programme to the background. In fact, it is meant to strengthen the educational as well as community organisation programme by emphasising their distinct contributions to the Community Development movement. Experience has shown that the SEO has not proved effective in securing the services of the school teachers to the extent required in organising adult education activities in the villages. In addition, because of the multifarious responsibilities entrusted to him, he is not able to give due attention to this particular programme. To meet with this shortcoming, it is suggested that the Block Education Officer be entrusted with this particular responsibility of organising adult education programme, including literacy, library and reading rooms etc. with the help of the school teachers and the senior pupils. To strengthen this

role, specific suggestions have been made in the paper entitled "Some practical suggestions for immediate improvement in the existing Primary schools" which is also before the Conference. The major proposals in this connection are :—

(a) provision of at least one acre of fertile land by the village community to be cultivated by it to augment the meagre income of the village teachers;

(b) an allowance of upto Rs. 10 per month to the headmaster of the primary village school;

(c) an allowance of upto Rs. 20 to the headmaster of the village middle school;

(d) an allowance of upto Rs. 30 to the headmaster of the village high school.

These allowances are proposed to be provided from the Block budget. In addition to this, it is proposed that special provision will be made in the Community Development Budget of each block to assist the Education Directorate to appoint the necessary number of additional Sub-Inspectors of Schools so as to have one Sub-Inspector separately for every Block. If this change is brought about, the number of schools to be inspected by the Sub-Inspector of Schools will come down to 50 to 60. With such a manageable load of work of inspection, he will be able to give attention to the additional responsibilities of organising and promoting the adult and social education programme with the help of the school teachers and headmasters as suggested above. As observed in the note referred to above "with the additional income and allowance vouchsafed to the village teacher affording him some relief from his financial worries and anxieties, he should be able to not only take keener and more lively interest in the implementation of the educational programme, but also to devote some time to the development of the village community around him of which he would be an integral part. The village school should be the Community Centre with the village teacher and the senior pupils initiating, organising and participating in extension work, such as Adult Literacy Centres, reading rooms, libraries, recreation clubs and other types of social services for the benefit of the village community".

With the entrusting of the responsibility of promoting adult education in the Block to the Block Education Officer, the present SEO will be in a better position to fulfil his primary responsibilities to work with the village community through the people's organisations and their leaders and help them to bring about community readiness for self-help. It is mainly through the active assumption of responsibility of development by the community organisations and village leaders that the Community Development Programme can find its permanent roots in the life of the villagers.

It is true that the proposed change in the work of SEO will create difficulties of re-organisation and adjustment of the commitments made earlier. The earlier recommendation of placing the SEO on the cadre of the Education Department will have to be reconsidered. Efforts will have to be made to see that the incumbents are not handicapped and their services are used constructively in the promotion of the Development Programme. In addition, the question of placing the new functionary in a suitable cadre, his new designation, his line of promotion, supervision and giving of technical guidance to him will have to be suitably spelled out. In spite of all these difficulties, it is felt that assigning the Community Organiser's role to the present functionary called the SEO and creating a separate functionary in the Block Education Officer is in the best interest of the Education, Social Education and Community Development.

It is suggested that the conference may consider this proposal and give its reactions so that the final decision can be taken in consultation with the Ministries concerned.

(ii) *Proposed Job Chart for the Social Education Organiser* :

If the above mentioned proposal is accepted, it will be necessary to revise the present job chart of the Social Education Organiser. The proposed Job Chart, which has been prepared by this Ministry is based on the acceptance of the role of the SEO as a functionary directly working with the people's organisations of the village community. He will form an integral chain with the VLW and the BDO in furthering the development of the village community with the help of local leaders working through the existing community organisations and promoting the Development Programme in and through them. He will give the same support to the Education Extension work in the block as to other extension work in the fields of Agriculture, Village Industries, Women's Welfare etc.

If the Job Chart is accepted, the training of the new functionary will have to be adjusted accordingly.

*Job Chart for the Social Education Organiser* :

I. Work with local leadership and help in promoting new leadership in the village.

(i) To spot prevailing leadership of the village community and of its various functional groups.

(ii) To organise village leaders' training camps.

(iii) To help the other functionaries of the Development Team in organising functional leaders' training camps.

(iv) To associate with Janta Colleges and other similar organisations to help in the training of indigenous village leaders.

II. *Promote and work with people's organisations* with the emphasis on developing local leadership and relating its activities to the Community Development Programme, *viz.*

(i) Village panchayats.
(ii) Cooperatives.
(iii) Community Centres.
(iv) Youth organisations.
(v) Mahila Sanghams.
(vi) Farmers' Clubs, etc.

The *purpose* of this is to help to develop community's readiness and capacity for self-help and to create in villagers an active and intelligent interest in their problems, help them to develop self-confidence and self-reliance.

III. *Organisation of Community activities* preferably around community centres with the help of local workers and school teachers with a view to creating proper social atmosphere for cooperative work among people, besides offering opportunies of developing creative faculties.

(i) Talks, lectures, debates, discussions, etc., for providing general knowledge of citizenship with special emphasis on India, its development programme and its relation with the outside world.
(ii) Recreational activities.
(iii) Cultural activities. Folk music, dramas, dance, poetry, radio programme, national festivals and vikas melas, etc.
(iv) Mass campaign against existing social evils such as child marriage, untouchability, drinking habits, use of narcotics such as ganjha, opium, etc.
(v) Community service through Shramdan.

The purpose is to promote in the villagers the sense of civic responsibility and the habit of good community living.

IV. *Work in relation to other extension programme* to be undertaken with a view to assist in the communication of ideas to the people in the sphere of activities of other members of the Team and relating the Extension workers to different Community Organisations.

(i) Acquainting extension workers with the social life of the village community, its needs and resources.
(ii) Creating receptivity in the Villagers for extension workers and *vice versa.*

V. *Information and Public Relations.*

(i) Organisation of the Information Centre.
(ii) Plan publicity.

It is suggested that the Conference may give its suggestions on the Job Chart presented above.

(iii) *A Summary of the Information Available on the Present Position of S.E.O., D.S.E.O. and Deputy Director of Social Education in Different States.*

| Name of the State. | How far the post of Social Education Organiser working in the Dev. Blocks has been integrated with the Directorate of Public Instruction ? Is the S.E.O. considered an employee of the Education Department ? What grade has been offered ? Who is required to supervise his work? | Has the Directorate of Public Instructions appointed D.S.E.O. in each District of State ? How many D.S.E.Os. working at present ? What grade has been offered to him by the Department ? | Has the Directorate of Public Instruction appointed a Special Officer in charge of Social Education at the State Level ? What designation has been given to this officer and in what Grade ? |
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| 1 | 2 | 3 | 4 |
| 1. Andhra Pradesh . . . . . . | The women Social Education Organisers are under the Administrative control of the Director of Women's Welfare. The men Social Education Organisers are under the Administrative control of the Director of Public Instructions, but the appointments are made by the Development Departments. The scale of pay prescribed is Rs. 125-5-200. The District Education Officers are required to review their work and prepare a report for Director, Public Instruction. | As yet no District Social Education Officers are appointed, 4 posts of D.S.E.Os. (2 for Telengana and 2 for Andhra area) are sanctioned as an experimental measure. The scale of pay is Rs. 230-500. | 3 Officers look after social education work besides other work at the Directorate level. They are:<br>(i) Special Officer for Social Education and Libraries—Rs. 230-700.<br>(ii) Special Officer for Basic Education—Rs. 250-550.<br>(iii) Deputy Director of Public Instruction (Planning) Rs. 600-100/2-1000. |

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| 2. Assam | S.E.O. is not yet placed in the cadre of Education Department. He works under the B.D.O. and is paid from the Block Budget. | The **State** has not approved D. S.E.Os. in all Districts. Only two D.S.E.Os. are working in the States and their area of jurisdiction is larger than a district. | No Deputy Director of Social Education is appointed in the State. Social Education Officer in the grade of Divisional Inspector of Schools is placed incharge of the Social Education programme on behalf of the Directorate of Public Instruction. |
| 3. Bihar | .. | .. | .. |
| 4. Bombay | The S.E.Os. are either recruited direct or through Education Department. They are considered servants of Education Department and employed in the scale of Rs. 100-200/-, Their work is supervised by B.D.Os. under whom they work. Technical Guidance is given by the Education Inspectors. | No D.S.E.Os. are appointed by the Education Department in the Districts. Three officers are working on Divisional basis, *viz.*,<br>1. Secy. Regional Social Ed. Committee, Poona (for old Bombay Marathi areas).<br>2. Secy. Regional Social Education Committee, Surat (for old Bombay Gujrati areas).<br>3. Chief Social Education Officer, Rajkot (for Saurashtra and Kutch). These officers are in B.E.S. Class II Grades of Rs. 200-650/-. | There is a Special Officer looking after Social Education and basic Education. |
| 5. Jammu & Kashmir | .. | .. | .. |
| 6. Kerala | .. | .. | .. |
| 7. Madhya Pradesh | .. | .. | .. |

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| 8. Madras | The S.E.Os. working in Dev. Blocks have not yet been integrated with Education Department. The Organisers are under Rural Dev. Department under B.D.O. | No D.E.S.O. appointed by Education Department in each District. Two D.E.S.Os. are appointed in the scale of Rs. 230-500 by the Dev. Department to accommodate the former Chief S.E.Os. | A Special Officer for Libraries and Adult Education has been appointed by Education Department. The Administration of Social Education is outside the scope of Education Department and is under the Rural Dev. Department. |
| 9. Mysore | .. | .. | .. |
| 10. Orissa | .. | .. | .. |
| 11. Punjab | .. | .. | .. |
| 12. Rajasthan | Although the S.E.Os. in Dev. Blocks draw salaries from Dev. Budget their Administrative control has been transferred to Directorate of Education. They work under the executive control of B.D.O. and are supervised by D.S.E.O. Places where there are no D.S.E.Os. the Inspectors of Schools supervise the work of S.E.Os. | Out of 26 Districts D.S.E.Os. are appointed in 11 Districts, working in the scale of Rs. 250-500. | The Officer appointed is designated as the Deputy Director (Social Education) working in the scale of Rs. 500-900. |
| 13. Uttar Pradesh | The Integration of the posts of A.D.O. (S.E.) under the Planning Department has not yet been finalised. The scale of pay of A.D.O. (S.E.) working at present in Dev. Blocks under Planning Department is Rs. 120-250. Work is supervised by the officers of Planning Department. | D.S.E.O. has not yet been appointed in the State. The grade of D.S.E.O. in the Second 5 Year Plan is Rs. 250-500. There is a provision of 51 posts phased over the entire period. 16 posts have been sanctioned and sanction for 10 more is being sought. | The appointment of Special Officer incharge of Social Education is under consideration. He will be designated as Deputy Director of S.E. & will draw pay in the senior scale of Rs. 500-1200 with a special pay of Rs. 100 per month. |
| .4. West Bengal | A separate cadre has been established in the Education Department of S.E. Organisers and though appointed in N.E.S. & C.D. Blocks they are under the | D.S.E.Os. are appointed in the scale of Rs. 250-20-650-25-750 by the Education Department. In all there are 19 D.S.E.Os. Each of 16 Districts has one | The state Government have appointed a Chief Inspector of Social Education in the scale of Rs. 350-1200 plus special pay of Rs. 100 and put incharge of |

| 1 | 2 | 3 | 4 |
|---|---|---|---|
| | direct control of Education Directorate. Scales for S.E. Os. are as follows:—<br>For graduates: Rs. 100-5-215-10-225.<br>For Under-graduates: Rs. 80-4-160-5-180. S.E.O. is under the Administrative Control of B.D.O.—He is however guided technically by D.S.E.O. | D.S.E.O. and the 3 bigger Districts have one additional officer each. | the Social Education Scheme in the State. An Assistant Chief Inspector of Social Education assists him. |
| 15. Andaman & Nicobar Islands | .. | .. | .. |
| 16. Himachal Pradesh | The integration of S.E.Os. and Assistant Director Inspectors of schools, has not taken place. Social Education continues to be under the control of Development Department. | The Education Department has not so far appointed any District Social Education Organiser. | No officer incharge of Social Education has yet been appointed at the State level in the Education Directorate. The Development Department has one Chief Social Education Class III in the scale of Rs. 250-15-400. |
| 17. Laccadive | No Development Blocks formed. The place consists of small undeveloped island lying in the sea. There are nine elementary schools only supervised by an Assistant Education Officer. | No Social Education Organisers working. However, it is proposed to appoint one shortly under the School Education. | .. |
| 18. Manipur | S.E.Os. posts are not integrated with Directorate of Public Instruction and as such they are not considered as employee of Education Department. The pay scale of S.E.Os. is Rs. 100-250; the D.S.E.O. supervises the work of S.E.O. | There is only one D.S.E.O. Recently the post of D.S.E.O. has been transferred to Development Department carrying now the scale of Rs. 150-450; old scale was Rs. 100-250 | No Special Officer incharge of Social Education has been appointed. |

(iv) *Adopted Village Scheme from Government of Orissa.*

A special scheme known as "Adopted Village Scheme" is being implemented in all the Blocks of the State with a view to take up intensive activities in some villages selected on the basis of response and local initiative so far received so that they will serve as a model or example to others nearby which are less responsive. It is intended that the scheme will serve as an impetus to the people of the village who are responsive, to participate, in increasing measures, in Community Development programme. The objective of the scheme is to lay greater emphasis on what we may call moral or psychological participation. Change in habits, discontinuance of harmful social customs, improvement of environmental sanitation and participation in works in which no financial outlay from the Block is expected and such others will be the items in which moral or psychological participation of the people is to be expected.

For the effective implementation of the scheme each Extension Officer in the Block will 'adopt' a village and take personal initiative in the work and prepare a programme within broad outlines of the National Extension Service or Community Development pattern. The Extension Officers will have the direct responsibility to develop those villages into model villages. The scheme is commended for adoption by other States.

## Main Recommendations & Conclusions

The proceedings of the Sub-Committee on Social Education were discussed at the Plenary Session held on the 22nd May, 1958. Both the points of view on the proposal were presented. It was felt by some that the proposal might result in the weakening of the programme of Social Education. Others, however, felt that the proposal to separate the work of Adult Education and entrust it to the Sub-Inspector of Schools along with other responsibilities of promoting primary education, after limiting the area of his jurisdiction to a block and after renaming him as Block Education Officer as well as the proposal to confine the work of Social Education Organisation to the promotion of community organisations with a view to enable the villagers and their leaders to take an active and intelligent interest in the programme of Community Development through self-help and self-reliance; would eventually enable both the activities of Adult Education and of community organisation to contribute effectively in the promotion of the programme of Community Development.

The Conference resolved that as the proposal suggested a departure from the present role of the Social Education Organiser, it was desirable to examine the question further in a comprehensive manner. It was further resolved that the Ministry of Community Development should circulate the proposal to the State Governments to elicit their views before a final decision was taken.

## (8) Programme for Women and Children

### *Administration*

(i) *Utilising Services of Progressive Village Women* :

No programme for village people can succeed unless the people themselves understand, wish for and work for such a programme for the betterment of their life.

Similarly, unless the village women are convinced that changes are going to benefit their home and family and that it is imperative, therefore, to have a programme in order to bring about these changes. it will be futile to attempt any programme at all for women. Once they are convinced and are ready to accept it, they will have to be helped to become actively involved in it.

(a) In order to involve any group, a few leaders will have to be won over first. A few of the more progressive women in the village who are likely to be convinced first, and who are also capable of being leaders, will then have to be given opportunities to have practical experience of working in the programme under the guidance of the Gram Sevika and the Women Social Education Organiser.

One of the greatest drawbacks of this programme is the short supply of women workers. Therefore, the extreme paucity of official workers will have to be made up by securing the services of non-official workers, mostly the local women in the village.

In Rajasthan, where an adequate number of women S. E. Os. is not available, the State has adopted a scheme whereby one woman Social Education Organiser besides Gram Sevikas is assisted by 20 village women with moderate education in C. D. Blocks and about 15 in N.E.S. blocks (with an allowance of Rs. 15) to carry on the programme for women and children. These village women are given short training in two sessions every year through camps. The State of Uttar Pradesh has introduced a system of engaging "Gram Lakshmis" on a small honorarium to assist in running 'Balwadis' and helping at Women's Centres. They are given short orientation courses.

This system of utilising local village women was recommended at the Development Commissioners' Conference held in April, 1957. Since then a few more States have started experiments along this line.

If what has been done in Uttar Pradesh or Rajasthan does not seem possible or acceptable to other States, what are the difficulties and can other alternatives be suggested ?

(b) Practical training given in short orientation courses through camps and workshops and later regular refreshers' courses will be essential for these village women assisting in the programme.

(c) But what is more essential is the constant supervision and guidance they will need, not only for their day-to-day work, but also for developing fully their leadership that will enable them to take over the entire responsibility for programmes on their own in future.

(ii) *Measures to overcome short supply of women workers* :

The total number of girls and women with adequate educational qualifications for such work, is very small in the whole country. In spite of the Five Year Plan and other developmental programmes, the number of girls in village primary schools has not increased appreciably in the last 5 or 10 years. Despite all efforts, the percentage of girls in Middle Schools in villages by the end of the 2nd Plan is likely to be more than 10%.

The supply line being so pathetically weak and likely to remain so for some time to come, unless a long-term project is taken up without delay, shortage of women workers cannot be overcome. Adequate measures must be taken to make available a larger number of educated girls and women in villages whom the various development departments could draw upon for employment in rural areas.

(a) As parents are unwilling to send their girls to boys' schools unless there are women teachers, steps should be taken to appoint more women teachers in village schools.

(b) Until this is done, as an interim measure, some of the village women such as "Gram Lakshmis" or "Gram Kakis", etc., could escort girls to schools acting as "School mothers" to chaperon them at school.

(c) Failing all this, even "shift system" for girls attending school separately might help.

(d) Better conditions of service will help to overcome unwillingness to work in village schools.

(e) Stipends should be offered to girls in Middle Schools specifically for the purpose of obtaining further education and training to qualify themselves for working as teachers, Gram Sevikas, Mid-wives, etc.

More stipends and other amenities should be offered to attract more girls to school. Hostels and other special amenities will encourage girls to continue further education.

Parents do not send their girls to schools mainly because they are :—

(1) unable to pay fees, etc.

(2) dependent on older girls to help in household work, and for looking after the younger childern.

Measures already mentioned will meet the case of (1). Regarding No. (2), the following measures may be tried as experiments in a few places.

(f) Changing school periods to fit into the hours when "Balwadis" and creches are open taking care of younger children, so that older girls are free to go to school.

(g) Allowing part-time attendance.

(h) Shifts to allow girls to come while their brothers or other members of the family may be found to take on their duty at home.

(i) In addition to this long-term project, other short-term measures should be adopted to make use of every available woman in the village who is capable of giving some help. The system of "Gram Lakshmis". etc., mentioned earlier is one, using school teachers, wives of Block Officers, women health staff, etc., as well as non-official organisations such as Bharat Sevak Samaj, etc., are other possibilities.

(j) In a village some women are likely to be found who may have had some education in the past as young girls, or destitutes or older women, who can spare time or are willing to be educated and trained for work.

These women can be given two years of intensive general education—not the regular academic courses—to prepare them to be sufficiently qualified to work as Gram Sevikas, etc.

(k) To help newly literate women to continue and further their literacy, it was recommended at the Sixth Development Commissioners' Conference, that a separate Section of the village library might be kept for their use either in the women's centre or at any other suitable place.

Once a group of such literate women is available in the village, other lines of supply of workers will be opened.

(l) It is also possible that with a better drive for recruitment more girls may be encouraged to come forward to work in the villages. Usually, merely an advertisement is put in newspapers inviting applications. But very few papers reach the villages and it is not the usual practice in the villages to read newspapers carefully.

Moreover an advertisement put in terse terms does nothing to explain fully what the job is like, neither is it made to sound as an attractive proposition. It fails to appeal to the imagination or to challenge the abilities of a would-be candidate. Personal appeals, "pep-talks", in girls schools or other institutions, by actual workers, official and non-official, are likely to win more candidates.

(m) Coordinating the programme for women and children in C. D. Blocks with Welfare Extension Projects of Social Welfare Board is also another measure to overcome short supply of workers. Pooling their staff with that of the block, together with the women Health Staff, the total number of women workers has been brought up to 31 in the coordinated programme of the C. D. Blocks, whereas it is usually four or five or at the most 7 workers for women's programme in other C. D. blocks.

(n) Finally all those men and women who work in the villages, whether official or non-official, should try and educate public opinion as to the importance and urgency of education of girls and women. According to Chinese proverb "You educate a man and you educate one individual, you educate a woman and you educate a family".

(iii) *Provision of adequate funds* :

Neither a ceiling nor a specific budgetary provision has been made for women's programme. The result is that those Block Development Officers or Block Advisory Committees who have very little imagination or real enthusiasm for women's programme, are not encouraged to think of ways and means of getting funds from different sources and the need for spending adequately for this programme. Therefore, it is necessary that a part of the block budget should be ear-marked for this programme.

Funds in the hands of Khadi and Village Industries Commission, Handicraft and Handloom Boards and Cooperatives, should be utilized to finance craft programmes and industrial phases of the women's programme. The State Governments may take up the question with the State Khadi Boards. A popular programme in Handicraft for women in Block areas to be undertaken by the Handicraft Board is under consideration. Funds under Loans and Grants or other possible sources can be tapped also.

A part of the money for Agriculture and Animal Husbandry should be utilized for women's programme.

In a like manner a part of the budget for Health and Sanitation should be used for women's programme.

*Co-ordination* :

(i) *Utilisation of assistance under schemes of Khadi and Village Industries Commission, etc.*—Apart from funds, other resources in the form of material and personnel available under schemes of Khadi and Village Industries Commission, Handicraft Board, etc., should be utilized to help women's programme.

Indutries Officers and Inspectors, Officers from Co-operatives, Craft Instructors and other staff can help in the women's programme. Handicraft Training Centres such as Regional Training Centres of Handicraft—Training schemes and stipends, etc., offered by these bodies —all such possible sources of assistance should be explored for the benefit of women's programme.

(ii) *Arrangements for co-ordination and supervision at the State Level and District Level.*—According to the Fourth Evaluation Report, "The major deficiency is regarding absence of specialist staff at District and State levels to provide guidance". If this is true of all staff, it is especially so in regard to women workers.

Women living and working alone in the village for the first time are faced with many problems relating to both their personal and work-life. Moreover, every such programme for village women being something entirely new, brings up new problems not only in their day-to-day work but also in planning their programme. But there are nc women officers either at the Block or District or State levels to give them the necessary guidance or to supervise their work properly. This makes their work ineffective.

(iii) *Problems of implementation of the coordinated programme with Social Welfare Board.*—When the Central Social Welfare Board agreed to coordinate its Welfare Extension Project schemes with the Community Development programme, it did so with a full sense of responsibility keeping in view all the implications of introducing a system of joint working between the non-officials and officials at the executive level. They were aware that this was probably the first and the only one of its kind under the entire Second Five Year Plan. It was obvious at the very outset that a programme which requires multilateral co-ordination at various levels is bound to progress more steadily than any other which may be administered by a monolithic administration.

*Independent Committee of non-officials* :

One of the most fundamental conditions of the agreement was that within the broad frame work of the agreement, the Project Implementing Committees would be left relatively independent to plan and execute the welfare programmes for women and children in the Community Development areas. Through it was agreed that these Project Implementing Committees would be jointly constituted and would consist of the representatives of the Community Development Administration at the field level, the predominent non-official character of the Project Implementing Committees, and the entire machinery was still to be preserved. Since the Central Social Welfare Board had undertaken to execute this programme with a complex pattern of organisation, it had to be very careful in the selection of the non-official Chairmen and Members of these Committees. It was necessary that these Chairmen and Members should not only belong to the Block areas themselves, but should also have sufficient standing in the field of welfare organisation, and adequate social status and proper educational background so that they would be able to understand and practise all the administrative and financial procedures which were inevitably thrown into the process of coordination. If this care is not taken there is a risk of officialising the welfare programmes entirely which would defeat the very purpose of this coordination. A distinction has always to be drawn between a Committee responsible for planning and execution of a programme and another which has only an advisory capacity. For an Advisory Committee it may be enough to have representatives of the local population or ordinary social workers who may be able to voice the people's needs which the

Administration could take into consideration. In this scheme of co-ordination, however, the responsibilities of the Project Implementing Committees were more direct and detailed. These facts were well impressed upon the State Boards and the selection of members was in fact left entirely to them except that the Central Board called for the proposed list only to have a look to make sure that it was all right. When the Central Board was satisfied that the State Boards were proceeding on right lines even this formality was waived. Even the authority to sanction budgets has likewise been delegated to the State Boards. The condition of finding every single member from within the block area itself has been relaxed, and the restriction on membership of men social workers in the Project Implementing Committees has also been withdrawn in certain cases as in multipurpose blocks.

*Attitudes at the field level* :

The non-official workers who were associated with the original series of Welfare Extension Projects were not initially enthusiastic to serve on the Project Implementing Committees in Community Development Blocks because of their fear of too much of interference by the official members and also the fear of the rigid and slow administrative procedures. The officials in some cases on their side were also reluctant to share the executive power with the non-officials since they were earlier used to exercise the entire administrative authority without any interference.

*Excellent co-operation of the Ministry* :

There has been complete coordination and understanding between the Ministry of Community Development and the Central Social Welfare Board

*Difficulties at the lower levels* :

It is only at the State level and in the field that difficulties have arisen. Some of these difficulties are enumerated below in the order in which they came up. The purpose of enumerating these difficulties is not to explàin away the lack of best programmes, but to impress upon those who are participating in the Conference the need for a more flexible approach on their part to this entire scheme. It is also not as though every difficulty has arisen in every State. Each only illustrates the type of problems that are likely to arise.

*Inadequate provision in the State Plans* :

The greatest single impediment which has prevented smooth and trouble-free progress of this scheme is the inadequacy of provision in the State Plans for their contributions towards the expenditure of projects in Community Development Blocks.

Apart from block funds, the State Governments have not always made provision in their annual plans for their contribution to the share of the coordinated programme. Even the availability of funds to the extent of Rs. 54,400 has been questioned by various State Governments. There is also the question of budget provision for 1958-59. In the series of meetings which the representatives of the State Governments had with the Planning Commission, they expressed their inability to find sufficient provision for this purpose with the result that in almost no case has provision been made for the State Government's contribution for as many Welfare Extension Projects as Community Development blocks.

*Selection of blocks for the coordinated programme* :

There was some delay in sending complete lists of the April 1957 series. Complete details of the coordinated programme, including financial arrangements and the procedure for half-yearly payments were sent to State Governments with the Ministry of Community Development's letter dated the 1st June, 1957. Two or three important points in connection with this list may also be enumerated here.

*Sudden inclusion of Tribal Blocks* :

Out of those 98 blocks as many as 43 were special multipurpose blocks in the Tribal Areas allotted by the Ministry of Home Affairs. The fact that some of the Community Development blocks would be in the nature of multipurpose blocks involving a partnership with the Home Ministry in organisation and finance had not come to the notice of the Central Social Welfare Board till the list was received. It is well-known that these Tribal Areas present some peculiar difficulties in regard to the lack of communications, the availability of staff and of non-official social workers. Thus the inclusion of this large number of Tribal Areas Blocks in the first list and the particular difficulties that arise in Tribal Areas added to the delay of opening projects in those areas.

Having been faced with the problem of opening Welfare Extension Projects in the multi-purpose blocks, the Board sought cooperation of the Bharatiya Adim Jati Sevak Sangh, the Sarva Seva Sangh and their affiliated bodies to the extent possible to include their workers in the Tribal Areas in the Committees.

*No information at the district level*:

When members of the State Boards started touring their respective zones to expedite the formation of Project Implementing Committees, they found that District Collectors who were to have nominated on the Project Committees three officials and three non-officials from the Block Advisory Committee, were not aware about the scheme of coordination, its pattern and procedure. In other words, the information communicated to the State Development Departments took

time to percolate down to the field level. Some more time was required for clarification when certain doubts and difficulties in regard to the measure of contribution and method of payment were raised. It was only the Madras Government which issued a circular in January, 1958, precisely defining the measure of contribution and method of payment by State Governments to State Boards and Project Implementing Committees.

*Incorrect perspective of Block Development Officers* :

The list of Community Development blocks of October, 1957 series was communicated to the Central Social Welfare Board in January, 1958. There was some misunderstanding on the part of the Block Development Officers who insisted on the project budget being prepared for each item to which the Block Development Officer would relate the amount to be made available from the block budget. In some cases they attempted to take upon themselves complete control of the use of the jeeps and in their capacity as treasurer desired to act as sanctioning authority for every item of expenditure. With regard to these points it has been agreed (i) that the use of the jeep should be completely under the control of the Project Implementing Committee in accordance with the Central Social Welfare Board's rules as reproduced in the manual on Welfare Extension Projects, (ii) that while the Block Development Officer's advice would always be sought as a treasurer, he could not take upon himself to act as the controlling authority or each item of expenditure.

It is hoped that now that we have got over the initial difficulties further progress would be easy.

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*An extract of the proceedings of the first meeting of the Women's Advisory Committee held on* 17-5-1958, *in the Ministry of Community Development, New Delhi.*

The following conclusions were arrived at :—

*Contents of Programme*:

1. It was agreed that the minimum programme as outlined in the Agenda Notes is comprehensive and essential but an order of priorities should be laid down giving emphasis on the economic programme.

*Contents of Training* :

2. It was considered advisable to refer the question regarding syllabus and the period of training of Gram Sevikas to the Syllabus Committee of which Mrs. Indra Gandhi is the Chairman. It was thought that the subjects indicated in Part II of Annexure A were essential and required thorough knowledge while the subjects comprising Part I and Part III needed general acquaintance.

*Problems and Difficulties :*

3. It was decided that the field for the recruitment of Gram Sevikas should be enlarged and efforts should be made to recruit them from the rural areas as far as possible but orphanages, Refugee homes. Homes for deserted women, etc., should also be considered as potential sources for the staff required.

4. In order to minimise the complications that arise in posting young girls in the rural areas, they should be drawn from the age group 20 to 35 years. It was thought that if the age limit of Gram Sevikas is increased, the question of making necessary arrangements for the children of the trainees will have to be faced.

5. It was also agreed that the academic qualification should be reduced from Matric to Vernacular final or an equivalent examination. Some members had suggested that this might be further reduced as sufficient number of such candidates will not be available; but it was felt that any further reduction will jeopardise the quality of the personnel.

6. As the shortage of Gram Sevikas was great, it was recommended that grants may be given to private institutions which may be interested in training Gram Sevikas according to the syllabus prescribed.

7. In order to promote greater enlistment of girls in the schools the idea of appointment of school mothers was unanimously approved. It was brought to the notice of the members that the Ministry of Education has already introduced this scheme last year and are subsidising it to the extent of 75 per cent of the expenditure the rest being met by the State. It was apprehended that some States which have not made any provision in their plans might experience some difficulty. The Adviser (Education), Ministry of Community Development, was asked to investigate the possibility of universal application of this scheme.

8. It was recommended that the institution of "Gram Lakshmis" evolved in Uttar Pradesh, Rajasthan and a few other States should be adopted by all the States. These "Gram Lakshmis" are not contemplated to serve as substitutes for Gram Sevikas but to assist them. At present the number of Gram Sevikas being extremely limited their jurisdiction is much too large and difficulties of transport, etc., have to be encountered. The Gram Lakshmis are to be given an honorarium of about Rs. 15 per month and the village women interested in Social work can be considered for the posts. A modicum of training for about 15 days should be given to them and they should be associated with the actual working of the Mahila Mandals. Thereafter they can be given successive refresher courses to equip them fully for discharging their duties.

9. It was agreed that the Mahila Mandals required to be strengthened and financially assisted. It was felt that the provision of Rs. 40,000 in the first stage and Rs. 20,000 in the second stage was much

too insufficient. It was also agreed that the financial assistance will have to be routed through the Block Development Committees and the Panchayats.

10. It was further recommended that the activities of Mahila Mandals should be coordinated with the activities of State Social Welfare Boards and other non-official organisations associated with Women's Welfare.

11. It was unanimously agreed that residential accommodation should be provided to the workers in the field. Where Primary Health Centres or sub-centres exist, the quarters of the staff can be adjacent to those of the medical personnel. The women school teachers can also live closeby. The fears of the staff in living alone will thus be alleviated.

12. To meet the existing shortage it was considered necessary to expand the training centres and to spread them on regional basis as trainees are reluctant to go to distant centres.

13. To ensure effective supervision and proper guidance it was accepted that the State Governments may be asked to appoint one Deputy Development Commissioner for Women's Programme at the state level. There was some difference of opinion over the desirability of setting up a separate committee at the District level in view of the fact that a District Project Advisory Committee constituted by the Central Social Welfare Board already exists. A suggestion was made that a sub-committee of the District Planning Committee might be set up to look after the Women's Programme. It was agreed that a decision might be taken after discussion with the Central Social Welfare Board.

14. As regards family planning, it was approved that the Mahila Mandals and women Workers should conduct the publicity in an unobtrusive manner so that the village women may not be scared away.

*Women's Advisory Committee*

A short note on the Programme for Women and Children.

(1) *Terms of reference for the Committee* :

(i) To review the working of the programme for women and children in the blocks ;

(ii) To assist in planning suitable programmes to meet the needs of special areas, *i.e.*, tribal areas, hill areas, backward areas, etc.,

(iii) To advise regarding steps to be taken to ensure effective coordination between the various women's organisations in the Country;

(iv) to examine the problems and difficulties that hamper the work and suggest ways and means of overcoming them;

(v) to advise on the training of women workers;

(vi) to evaluate the programme from time to time and improve it in the light of the experience gained.

(2) *Progress of the Programme* :

(a) *Coverage*.—Women & Children's programme is being carried out in 2,360 blocks in operation in the country. The Co-ordinated Programme with the Central Social Welfare Board is functioning in 47 Welfare Extension Projects out of a target of 190.

(b) *Personnel*.—

| | In position | Shortage |
|---|---|---|
| Women S. E.Os . . . . . . . . . . | 862 | 1,498 |
| Gram Sevikas . . . . . . . . . . | 716 | 4,004* |

(*shortage under the revised programme which has come into effect from the 1st of April, 1958),

(c) *Training*.—

| Category | No of qersonnel trained | under training | No of training centre functioning |
|---|---|---|---|
| Gram Sevikas . . . . . . . . | 716 | 443 | 27 |
| SEOs (Women) . . a . . . . | 901 | 239 | 13 |

(d) *Physical achievements*.—

| | |
|---|---|
| No. of Mahila Samities . . . . . . . . . . | 5,610 |
| No. of members . . . . . . . . . . | 91,000 |
| No. of meetings e . . . . . . . . . . | 24,000 |
| No. of Smokeless Chullas constructed . . . . . . . | 80,000 |
| No. of Primary Health Centres opened . . . . . . . | 900 (approx.) |

In addition a number of craft & industries centres have been opened.

(e) *Budget Provision*.—

| | Rs. |
|---|---|
| C. D. Blocks stage I . . . . . . . . . . | 40,000 |
| C. D. Blocks tage II . . . . . . . . . . | 20,000 |
| Total budged for the coordinated programme with the C.S.W.B. . . . | 1,32,840 |

(3) *Contents of Programme.*—The minimum programme includes the following :—

(i) Mother & child care.

(ii) Beautifying the homes.

(iii) Health and Sanitation.

(iv) Agriculture & allied practices such as kitchen, garden.

(v) Economic programme including rural arts & crafts and village industries.

(vi) Community Organisations such as Mahila Mandals.

(vii) Adult education and literacy.

(viii) Recreational and cultural programmes.

(4) *Contents of Training* : (*Gram Sevikas*).—The course is of one year's duration for the Gram Sevikas and 5 months' duration for the SEOs (as at present, but revised training is intended for a period of 10½ months).

The course (as revised) consists briefly of (i) knowledge relating to rural life; (ii) health and sanitation including maternity and child care; (iii) home improvement; (iv) community services for women and children; (v) community development and extension; and (vi) office work.

For further particulars please see Annexure B (attached).

*S.E.Os.*—The job chart of the SEOs (as revised) consists of (i) education and information regarding various aspects of women's programme; (ii) organisation of people's programme; (iii) coordination; (iv) administration of women's programme; and (v) supervision of the programme.

For further particulars please see Annexure B (attached).

(5) *Problems and Difficulties* :

(a) *Shortage of personnel* :

*Steps taken* :

(i) Pooling with the CSWB staff to increase the number of the coordinated programme.

(ii) Orientation course for school teachers.

(iii) Organisation of camps and samities to locate and promote local leadership.

(iv) Institutions of "Gram Lakshmis".

*Steps proposed* :

(i) prospective women workers to be selected from village people in advance.

(ii) Financial assistance to promising girls in rural schools for further studies.

(iii) Appointment of more women teachers to encourage greater number of girls to attend schools.

(iv) Appointment of school mothers to promote greater enrolment of girls in schools.

(b) *Inadequacy of supervision.*

*Steps taken* :

(i) Project Implementing Committee supervises the coordinated programme.

(ii) Directorate of Women's Welfare in some States.

*Steps proposed* :

Deputy Development Commissioners separately for women's programme.

(c) *Inadequacy of funds* :

*Steps taken* : Amounts as mentioned earlier under the head "Budgetary allotment" have now been provided.

*Steps proposed.*—Funds from Khadi Commission and other Boards should be utilised for women's programme.

(d) *Lack of facilities.*—Lack of facilities such as housing, transport, and large areas of operation for the women workers in the block areas.

Suggestions to overcome these difficulties are invited.

(e) *Problems of special areas* :

(i) Greater difficulty in finding S. E. Os and Gram Sevikas due to greater illiteracy.

(ii) Inability of workers from outside to work in these areas due to difficult language and lack of knowledge about the tribal people.

(iii) Special training required for workers to enable them to adopt their methods and approach to suit the culture and community life of the adivasi.

(iv) Greater efforts required to wean the adivasis from shifting cultivation, to adopt settled cultivation and more economic programme and to get them actively interested in health and education.

(v) Scattered population and wide distances, difficult terrain and undeveloped communications.

Suggestions to overcome these difficulties are invited.

## ANNEXURE A

### *A board outline for training of Gram Sevikas*

The outline suggested for training Gram Sevikas is for a course of one year duration. In the training, field work must be related to the syllabus on one hand, and to the Gram Sevikas functions and duties in the Projects on the other hand. Field work should cover at least half the working time of the training period. Village contacts and practice in the conduct of various activities which fall within the scope of C. D. and Welfare Extension Programme should be given due emphasis.

*Part I :Introduction of Rural Life*

(1) Rural society—customs, family system and traditions.

(2) Village economy.

(3) Family farming, kitchen gardening, dairy farming, poultry, sericulture, bee-keeping and fisheries.

(4) Handicrafts.

(5) Co-operatives and Panchayats.

*Part II : Health and Sanitation*

(1) Maternity and child care.

(2) Personal and Environmental Hygiene.

(3) First Aid.

(4) Home Nursing.

*Part III : Home Improvement*

(1) Village housing.

(2) Food and nutrition.

(3) Washing Clothes.

(4) Clothing construction.

(5) Home beautification.

(6) House-hold management.

(7) Child development.

(8) Family relations.

*Part IV : Community services for women and children*

(1) Organisation of Balwadis.

(2) Organisation of Social Education Programme.

(3) Organisation of cultural and recreational activities among women.

*Part V : Community Development & extension*

(1) Extension Principles and Methods.

(2) Introduction to the Second Five-year plan with special reference to (a) Community Development Project, (b) Welfare Extension Projects, and (c) Peoples Organisation.

*Part VI : Office Work*

(1) Keeping records of planning etc.

(2) Accounts and stores.

## ANNEXURE B

*A brief outline of the Job Chart of the Women Extension Workers as assisted by the Gram Sevikas*

A. *Education and Information*

1. Demonstrations (*e.g.*, of kitchen garden).

2. Organisation of campaigns (*e.g.*, for vaccination).

3. Organisation of fairs, exhibitions, competitions, recreational and cultural programme, etc.

4. Popularisation of certain practices, (such as of health and sanitation, improved diet, etc.); mass communication through special techniques of mass media, *e.g.*, audiovisual aids etc.

5. Any other extension work, such as promoting certain activities in the field of education and social education etc.

B. *Organisation of People's Programme.*

1. Women's programmes such as: (a) Welfare projects and/or Mahila Mandals, (b) Craft and Small Industries Centres, and cooperatives.

2. Mobilization of women's groups for various purposes in connection with the programme.

3. Children's Programmes such as (a) Balwadis and creche, (b) children's clubs and play-centres, (c) scouting and guiding etc.

4. Camps, short courses, etc. for development of village leaders specially women Panchayat members, etc.

5. Promotion of programmes for education for citizenship.

C. *Co-ordination.*

Seeking co-operation of, and coordination with.

1. Other extension officers in the block, and where necessary those in the district or the State.

2. Workers from other departments of the State, *e.g.*, Health (including family planning clinics), education, especially the village school teacher, Co-operation, Industries, etc.

3. Such agencies (besides the State Social Welfare Board) as are at work in the rural areas, *e.g.*, Khadi and Village Industries Commissioner, Handicraft Board, and securing financial assistance from the Bharat Sevak Samaj, Small Savings, Gram Dan, Committees etc.

D. *Administration.*

1. Planning of work (individual and team work, as well as planning for both daily as well as monthly, quarterly or annual programme).

2. Keeping accounts.

3. Keeping office records, registers, diaries etc.

4. Preparing reports, charts, etc.

5. Maintenance of stores, equipment, etc.

6. Holding and attending meetings.

7. Visiting Projects, villages etc.

E. *Supervision.*

1. The work of Gram Sevikas with a view to giving assistance and guidance.

2. The Balwadis and the work of Balwadis teachers.

3. Work Craft Instructors.

4. The work of village leaders and other assisting the programme.

5. The work of dais and midwives (not the technical side of it).

6. Women's centres such as Mahila Mandals, Crafts/Industries Centres, Women's Co-operatives, etc.

# *Co-ordinated Programme of Social Welfare for Women and Children*

## Quarterly Progress Report for quarter ending 195 .

### (1) General Particulars

(1) State

(2) District

(3) Block

(4) Category of block

(5) Month and year of allotment

(6) Block headquarters

(7) Number of villages

(8) Area of block

(9) Population

(10) Name of B.D.O.

(11) Date of submission of report

### (2) Staff position

| Sl. No. | Designation | Sanctioned strength | Staff in position | |
|---|---|---|---|---|
| | | | Total | Untrained |
| (1) | Social Education Organisers . . | | | |
| (2) | Mukhya Sevikas . . . . | | | |
| (3) | Gram Sevikas . . . . . | | | |
| (4) | Balwadi/Adult literacy teachers (part-time). | | | |
| (5) | Crafts Instructors . . . . | | | |
| (6) | Lady Health Visitors . . . | | | |
| (7) | Midwives . . . . . . | | | |
| (8) | Dais/Maternity Assistance . . . | | | |
| (9) | .................... | | | |

### (3) Expenditure

| Sl. No. | Scheme | Funds sanctioned for the programme period | Expenditure during the current quarter | Cumulative total till the end of the current quarter |
|---|---|---|---|---|
| (1) | | | | |
| (2) | | | | |
| (3) | | | | |
| (4) | | | | |
| | TOTAL | | | |

(4) Physical Achievements

| Sl. No. | Item | Achievements during the current quarter | Cumulative total till the end of current quarter |
|---|---|---|---|
| (1) | (2) | (3) | (4) |
| | *A. Social Education:* | | |
| 1 | Mahila Mandals or women centres functioning<br>(a) No.<br>(b) No. of members | | |
| 2 | No. of Women members in local bodies | | |
| 3 | No. of Women's Camps held | | |
| 4 | Children's Camps :<br>(a) No. of camps held<br>(b) No. of children participated | | |
| 5 | (a) A.E. centres for women (No.)<br>(b) Adult women made literate (No.) | | |
| 6 | No. of children's clubs or play centres and Play Grounds (No.) | | |
| | *B. Education:* | | |
| 7 | No. of Women Teachers in Village Schools | | |
| 8 | No. of girls attending Primary Schools | | |
| | *C. Health & Rural Sanitation:* | | |
| 9 | (a) Maternity and Child Welfare Centres functioning<br>(b) Cases treated at Maternity and Children's Welfare Centres (No.) | | |
| 10 | Family Planning Clinics :<br>(a) Functioning (No.)<br>(b) No. of cases in which was given | | |
| 11 | Balawadis, Nurseries or<br>(a) creches functioning (No.)<br>(b) roll strength<br>(c) pupils on rolls | | |
| | *D. Arts and crafts:* | | |
| 12 | Arts and Crafts Training Centres for Women (No.) Total Trade-wise<br>(i)<br>(ii)<br>(iii) | | |
| 13 | No. of women engaged in handicrafts (Total) Trade-wise<br>(i)<br>(ii)<br>(iii) | | |
| 14 | Women's Co-operative Societies functioning | | |

## (3) Descriptive note

Please give a brief descriptive note of the progress made with regard to family planning, personal and environmental hygiene, child care, change of food habits, programme of house decoration and improvement and any other special features and also the difficulties, if any, encountered in the execution of the programme.

## Main Recommendations & Conclusions

1. It was recommended that the Special Study Team, appointed by the Planning Commission, should examine whether there should be one agency at both the Central and the State levels, on which there would be representation of both official and non-official organisations, to be in charge of the Programme for Women & Children in the blocks.

2. It was recommended that the services of progressive village women should be utilised to assist the programme. It was agreed, however, that each State should be left to work out its own system.

3. Suggestions made in the agenda note regarding *measures to overcome shortage of Women Workers,* were accepted.

4. The Conference welcomed the step taken by the Ministry of Community Development in providing a specific amount for Women's Programme in the schematic budget.

As regards the other suggestions regarding *Provision of Funds,* the Conference felt that instead of separate allotments out of provision under other heads, such as Agriculture etc., it should suffice; if training to village women in such items, like poultry, kitchen-garden, maternity services etc., was arranged, and the cost of this training met from these funds.

5. (a) Suggestions regarding *Utilisation of Assistance Under Schemes of Khadi Commission and Other Boards,* were accepted.

(b) It was recommended that B. D. Os. should be given orientation training on how to develop the women & children's programme in the blocks and to secure assistance available from all sources.

(c) The recommendation of the Sub-Committee emphasising the necessity of providing for supervision of the women & children programme at the State & District levels was endorsed.

6. (a) It was decided that the contents of the extract of the proceedings of the 1st meeting of Women's Advisory Committee, recently held in the Ministry of Community Development should be sent to the State Governments so that they may examine the various implications of the recommendations made by the Committee.

(b) It was recommended that the minimum age of Gram Sevika should be left at 18, so as to give opportunities to younger girls in rural areas completing their school education.

7. The Conference while expressing general agreement with the *Broad Outline for Training of Gram Sevikas* and the *Brief Outline of the Job Chart of the Women Extension Workers,* recommended that the whole question of the training of Women Workers, their jobs designations, etc., should be examined by the Syllabus Committee appointed by the Ministry of Community Development.

## (9) Tribal Welfare

(i) *Difficulties experienced in implementing the programme of development in Multi-purpose Tribal blocks and in utilising the finances allotted for each block:*

Possibly of all the Centrally sponsored development programmes for tribal welfare under the Second Five Year Plan, the most important is the starting of special Multi-purpose Tribal Blocks. The programme of development in these blocks is intended to be of a more intensive character than what is undertaken in the N.E.S. and C.D. Blocks. As many as 43 such blocks have been located and a special grant of Rs. 15 lakhs each has been provided in addition to what is available under the Community Development Programme.

In this Ministry letter No. 108(25)/PRG dated 27th March, 1957 the pattern of development contemplated in the special multi-purpose blocks, the allocation of expenditure under the various heads of the programme in the integrated schematic budget as also its break-up under "Loan" and "Other than Loan" were communicated to the States. The broad lines for preparing the budget estimates and formulating the plans for individual projects were also communicated in the same letter.

So far programme and budgets have been received from only a few States. Thus, from the information available it appears that the programme of development in multi-purpose tribal blocks is not pressed with the sense of urgency that it calls for. There are, however, many difficulties experienced in its implementation. Most important of these difficulties is the unwillingness of the technical personnel to go to the tribal areas due to: (a) difficult conditions of life prevalent in these areas; (b) general lack of basic amenities of life; (c) lack of incentive in the form of special allowance; and (d) limited means of communication.

The Sixth Development Commissioners' Conference held at Mussoorie while suggesting the minimum programme for implementation, pointed out that a total amount of Rs. 27 lakhs (Rs. 15 lakhs from the Ministry of Home Affairs and Rs. 12 lakhs from the Ministry of Community Development, would be available for expenditure in the blocks selected for multipurpose projects of the Ministry of Home Affairs. With a population of 25,000 in such blocks, per capita expenditure would work out at Rs. 100 including women and children. This meant that a sufficiently large amount of money would be available for development programme in these blocks. It was further stated that special efforts should be made from the very start to absorb the expenditure of Rs. 27 lakhs in such blocks during the period of five years.

To further the programme of development of the multipurpose tribal blocks with the sense of urgency that it calls for, it is necessary

for the Conference to discuss the difficulties experienced in the implementation of the minimum programme suggested last year with special reference to:

(a) difficulties experienced in developing the programme; and

(b) difficulties experienced in utilising the funds allotted for each block.

1. *Difficulties experienced in developing the programme.*—These may be discussed with reference to:

(i) Decentralisation of services on account of the difficult terrain and undeveloped communications.

Division of the Block into several circles each containing a number of V.L.W. areas and each multipurpose Extension Officer placed in charge of each of these circles.

(ii) Mobility of the staff so that they can take the services as close to the people as possible and as frequently as possible.

(iii) Adoption of long-term and short-term programme of development.

(iv) Weaning Adivasis from shifting cultivation and assisting them to take to settled cultivation.

(v) Improvement of communications.

(vi) Improvement of health.

(vii) Introduction of education and social education.

(viii) Increasing the avenues of employment through village industries.

(ix) Knowledge of the local conditions by the staff in addition to the understanding of the cultural and community life of the Adivasis.

(x) Adoption of the multipurpose approach in offering extension services.

(xi) Use of sustained effort to enable the Adivasis to develop their own organisations to implement the programme.

(xii) Individualisation of the programme of development in view of the special topographical and sociological circumstances prevalent in some of the areas.

(xiii) Coordination of work of different functionaries and of the different development departments.

2. *Difficulties experienced in utilising the funds allotted for each block.*—The information available about the progress of expenditure in these blocks goes to show that a very small part of the funds allotted for these blocks has been spent so far, although two years have already elapsed. A statement giving the latest position on the basis of the reports received up till now from the State Governments is being prepared and will be circulated separately.

It is felt that a stage has come when each State Government should take stock of the situation and try to assess whether they would be able to utilise the entire allocation of Rs. 27 lakhs per block within the Plan period, and if not, what the savings in each block are likely to be on account of the inherent difficulties in the functioning of these blocks which they have not been able to overcome yet. The Government of India are anxious that the full amount allotted under Article 275(1) in the 2nd Five Year Plan should be utilised. It will be a matter of great satisfaction if the State Government could spend Rs. 15 lakhs per block over and above the allotment of Rs. 12 lakhs which is available from the Ministry of Community Development. But, if for some reasons, they are unable to spend the full amount, it will be desirable that the excess allocation for the multipurpose blocks is utilised for the development of other tribal areas in the States concerned, instead of being kept unnecessarily locked up in the vain hope that they might be able to spend it within the next three years. It is primarily a matter for the State Governments to see so that no part of their ceiling for the centrally sponsored programme under Article 275(1) of the Constitution remains unutilised.

It may also be pointed out in this connection that the funds allotted for these blocks are not meant for taking over the existing normal activities of the various departments but only for expanding them with a view to accelerate the development of these backward areas. It would, thus, be wrong to meet the expenditure on the maintenance of the institutions already run by the State Government in the block area from the budget allotment of the block. These funds are to be utilised only on new development activities over and above the normal development programmes under the Second Five Year Plan. This has to be kept in mind while assessing the requirement of funds for each block for the remaining three years.

The Conference may consider the difficulties experienced—both in developing the programme and in utilising the funds—and suggest ways and means to overcome them.

(ii) *Implementation of the earlier recommendations*:

Various recommendations have been made from time to time to improve the functioning of the multi-purpose tribal blocks in tribal areas. It is not known what progress has been achieved in their implementation. Some of these important recommendations in connection with the programme are:

1. *Completion of Preliminary survey of the block and preparation of schematic programme.*—Preliminary survey of the blocks and the formulation of the overall programme for each block should be finalised within the next three months wherever this has not been already done (Mussoorie Conference, April '57).

2. *Priority in allotment of equipment.*—Priority should be given to multi-purpose projects in the matter of allotment of jeep, mobile health

vans and other equipment over other blocks in the State. The Development Commissioners should be requested to ensure that these blocks did not suffer for want of necessary equipment. (Kodaikanal Seminar).

3. *Priority in posting full complement of staff.*—(a) As owing to the difficult conditions of life in tribal areas people were not generally willing to go and work there, it was necessary to provide some incentive in the form of special pay equivalent of 25% of their basic salary. This should be in addition to other allowances, if any, to which they might be entitled if they have been working in any other areas. Additional expenditure involved on this account would be subject to the overall ceiling of the expenditure provided in the schematic budget for these multi-purpose projects. (Kodaikanal Seminar).

(b) In some cases it was reported that some postings in tribal areas were made by way of punishment. It was, therefore, necessary to adopt a positive policy in this respect and post the best available men in such areas in future. It was also desirable to avoid frequent transfers of key-officers, as it often dislocated development activities. (Aurangabad Seminar).

(c) It was felt that the problem of staff and equipment in regard to multi-purpose blocks could not be satisfactorily solved until the State Governments gave a special priority to these blocks (Aurangabad Seminar).

4. *Orientation training course for the staff.*—An orientation course of training lasting for a period of six weeks is necessary for the staff working in these blocks. This training may be imparted at suitable places in the State where some good work for the welfare of the tribal people had already been done. This training may be imparted in two batches so that half of the staff may remain in the field for work, while the other half goes for training (Kodaikanal Seminar).

5. *Increase in the number of V.L.Ws. in some blocks.*—It might be necessary to increase the number of VLWs in view of the fact that the VLWs circle would be much too large for efficient supervision. It is, therefore, recommended that such additions in the number of VLWs might be permitted by the Development Commissioners subject to the overall ceiling of the established budget (Kodaikanal Seminar).

6. *Quantum of Contribution.*—As it was not possible for the tribal people to contribute 25% as their share on any self-help schemes, it is considered necessary to lower this percentage or even to do away with people's contribution altogether in exceptional cases. It is, therefore, recommended that the District Officer should be authorised to lower the percentage up to 10 in suitable cases. In cases where he considers necessary that the percentage should be lowered further, or no contribution should be insisted upon, the Development Commissioner should be authorised to accord such sanctions. These recommendations should apply not only to special multi-purpose blocks but also to other development blocks in the tribal areas. (Kodaikanal Seminar).

It is suggested that the Conference may examine to what extent these recommendations, specially made to improve the working of the multi-purpose blocks, have been implemented and suggest ways and means of overcoming the difficulties experienced.

(iii) *Coordination with Tribal Welfare Department for Special problems of tribals in Multi-purpose Tribal Blocks and in mixed areas*:

Most of the States with a large population of tribal people have established Tribal Welfare Departments to meet the specific needs of the tribals. In areas where special multi-purpose tribal blocks are established it is but natural that the Development Department should work in close cooperation with the Department of Tribal Welfare in each State. In view of the slow progress of work in multi-purpose tribal blocks, however, it is suggested that a Joint Director may be appointed in the Tribal Welfare Department for looking after the programme in the block areas.

In mixed areas where there is both tribal and non-tribal population, it is necessary to set up a machinery of coordination with the Tribal Welfare Department with regard to the special problems of tribals such as slowness in utilising development services; cultural contact with the non-tribals and mutual adjustment etc.

It is proposed that the Conference may consider the nature of machinery to be set up for coordination with Tribal Welfare Department in meeting the special problems of tribal in Multi-purpose Tribal Blocks and in mixed areas.

*Observations made by Dr. B. H. Mehta on the note on Agenda Item No. 1(9) Tribal Welfare for the Annual Conference on Community Development.*

1. *Schematic budget.*—The programme formulated in the scheme seems to have been made without study of conditions and needs of the areas. Some of the contemplated programme will never be carried out; others require greater imagination and resourcefulness to suit local needs. Priorities have yet to be determined in terms of the proper study of the area. Complete or partial neglect of forestry, lack of finances to develop forest areas, and a lack of coordination between Community Development and Forest Department will seriously hamper development of basic economy.

2. There is not the unwillingness of technical persons to go to tribal areas—actually there is the non-availability of technical personnel.

3. It is not possible for any project to spend Rs. 27 lakhs within the time allowed. Therefore, the same amount should be allowed to be spent within a period of ten years. Any pressure to utilise money will lead to a waste of money.

4. Lack of coordination and certain amount of confusion and conflict is developing between the new C.D. authority and the Department of Tribal Welfare. The latter with the longer experience should perform specified functions.

5. Condition of education in the area is pitiable. One of the major causes is the absence of supervision.

The Department of Tribal Welfare, the Department of Education and private agencies are running schools with different standards of efficiency. The role and function of the project authority in education must be clearly defined so as not to conflict with the above agencies.

6. Throughout India, tribal villages are of small size—majority of them not containing more than twenty-five families. The V.L.W. concept will therefore require revision, since distances between these villages are great. A tribal youth is found available who, with little training and an honorarium of Rs. 30 to 40 per month may be able to do as effective work as village community organiser.

7. It is doubtful if all the personnel allotted to each block are doing the exact work.

8. People require definite guidance and concrete assurance when they desire to carry out activities like well digging, road making, house building etc. It appears that the project administration is not adequately equipped for such a purpose.

9. The problem of wages require discussion with a view to lay down the policy. It is imperative to take into account the ability for more sustained work by the tribal people. They suffer from serious malnutrition and skin diseases. Therefore, any exaction of Shramdan from them is exploitation. It is desirable to give at least an economic wage to the tribals, because wages paid by the C.D. authorities are positively related to the wages paid by forest contractors and holders etc. In some tribal areas women are more hard working than men—yet they are paid unequal wages.

10. A close check over prevailing prices in village market is necessary because it is found that while more cash is available with the tribals, some commodities in the market entirely disappear, others become scarce and an actual survey of prices has at times revealed an increase of 50 to 150%. There is a positive advantage of defining a policy of ploughing cash gradually and wisely into the people. The policy of paying part of the wages in kind and commodities should be considered.

11. Economic development have certain very unfortunate consequences in tribal areas—one of the most serious of which is the increase in drinking habit. This problem requires a close study.

12. On account of the easy accessibility of raw materials and the proved sturdiness of mud and clay houses, it is desirable to discourage the construction of brick and mortar houses in tribal areas, even for officials. Local skill is inadequate for the construction of pucca houses. Qualified personnel and overseers are not available, supervision is ineffective and quality of brick, cement etc. locally supplied is very poor.

*Statement indicating expenditure incurred in the Multipurpose Blocks upto December* 1957.

| Sl. No. | State | Block | Expenditure incurred (Rs. '000) |
|---|---|---|---|
| 1 | Andhra Pradesh | (i) Araku | 2,70 |
| | | (ii) Hukumpeta | 1,67 |
| | | (iii) Utnoor | 47 |
| | | (iv) Narsampet | 85 |
| | | TOTAL | 5,69 |
| 2 | Assam | 6 blocks (a) | 8,13 |
| 3 | Bihar | (i) Rohtas | .. |
| | | (ii) Adhanra | 88 |
| | | (iii) Kundahit | 5,32 |
| | | (iv) Borio | 65 |
| | | (v) Simedga | 2,44 |
| | | (vi) Bishnupur | 2,11 |
| | | (vii) Manoharpur | 1,10 |
| | | (viii) Mahuadanra | 3,90 |
| | | TOTAL | 16,40 |
| 4 | Bombay | (i) Akrani Mahal | 57 |
| | | (ii) Mokhada-Taloari | 1,18 |
| | | (iii) Santrampur | 72 |
| | | (iv) Khedbrahma | 93 |
| | | (v) Aheri | Not Available |
| | | (vi) Dharampur | 7(b) |
| | | (vii) Paint | 21 |
| | | TOTAL | 3,68 |
| 5 | Madhya Pradesh | (i) Dantewara | 77 |
| | | (ii) Narayanpur | 1,61 |
| | | (iii) Bagicha | 27 |
| | | (iv) Bharatpur | 27 |
| | | (v) Pondriuprora | 49 |
| | | (vi) Bhimpur | 49 |
| | | (vii) Tamia | 41 |
| | | (viii) Pushparajgarh | 90 |
| | | (ix) Alirajpur | 2,43 |
| | | (x) Barwani | 2,24 |
| | | TOTAL | 9,88 |
| 6 | Orissa | 4 blocks (a) | 11,37 |
| 7 | Rajasthan | Kushalgarh | 31 |
| 8 | Manipur | Tamengleng | Not available |
| 9 | Tripura | Amarpur | 1,17 |
| | *All-India* | 42 blocks | 56,63 |

NOTE : (a) Block-wise figures not available.

(b) Figures relate to period ending September 30, 1957.

*Statement presenting the difficulties experienced in implementing the minimum programme of Tribal Blocks by different States*

| Name of State | Difficulties experienced by the State in implementing the minimum programme of multipurpose Tribal Blocks | Suggestions to overcome the difficulties | Relationship of your Department with the Tribal Welfare Department and suggestions on the nature of relationship that you would like to have with the Tribal Welfare Department | The machinery for co-ordinating the efforts by the Tribal Welfare Department with the programme of multi-purpose Tribal Blocks |
|---|---|---|---|---|
| 1 | 2 | 3 | 4 | 5 |
| Andhra Pradesh . . . . | (a) In respect of work in the multi-purpose projects located in Tribal Areas, minimum contribution from the people cannot be secured. | (a) Efforts are being made to ensure that contribution by way of manual labour is forthcoming to the maximums extent possible. Thus the difficulties that have otherwise expected in the execution of work for want of the prescribed percentage of people's contribution are obviated. | The block programmes are implemented with the active cooperation of the various departments including the Tribal Welfare Department. No suggestions. | District Tribal Officer is on the Project Advisory Committees and this ensures coordination at the State level. The Director of Tribal Welfare is on the State coordination Committee. |
| | (b) Distances are vast and staff posted is unwilling to go there. | (b) | | |
| | (c) Contractors are difficult to get for undertaking staff orders & office buildings. | (c) Additional supervisor has been asked for. | | |
| | (d) For contributory works, village representative are not coming forth. | (d) | | |

| | | | | |
|---|---|---|---|---|
| | (e) Most of the villages are in isolated huts. | (e) There is a scheme for grouping small villages. | The question of relationship is being examined. | The only coordination that is being effected is at the level of the D.C. S.D.O. in the matter of selection of location of schemes. The position is expected to be substantially improved in the near future. |
| | (f) Value of Tribal lands even if fertile is low, because of remoteness from market. | (f) Steps are being taken to help them. | | |
| | (g) One vehicle is not adequate. | (g) More may be considered by Ministry of Community Development. | | |
| | (h) Assistant Engineer needs technical staff. | (h) State Government is considering the proposal. | | |
| Assam . . . . . . | (a) No difficulty in the area of multi-purpose Community Devel›pment Blocks is being expected. | (a) Once the minimum programme particularly in the matter of communication is removed, it would be possible for the programme to progress. | | |
| | Except those arising out of remoteness and comparative in accessibility of the areas covered by these blocks. | | | |
| | (b) Certain difficulties in regard to availability of technical personnel for these blocks. This shortage is holding up progress. | (b) The question of meeting shortage is under examination. | | |

| 1 | 2 | 3 | 4 | 5 |
|---|---|---|---|---|
| Bihar . . . . . | (a) There are 8 multi-purpose projects in Bihar. All these are located in hilly and jungle areas where communication is difficult. | (a) | | The Development Commissioner is responsible in this State for running these special multipurpose projects. A close liaison is however maintained between Development Department and Welfare department The schematic programme and budget estimates of the Multi-purpose projects were formulated by the P.E.Os. concerned in consultation with the Distt. Technical heads of Departments. In the case of normal CD/NES blocks of the departments of State Governments are responsible for the implementation of their programme. |
| | (b) The villagers are also scattered. | | | |
| | (c) Tribal population is poor. | | | |
| | (d) A contribution of 50% on the cost of any scheme on their part is difficult to secure. | (d) Local Officers recommend that Distt. Officers be given discretion to have the peoples contribution from 50% to nil. | | |
| | (e) Indebtedness of tribal people to local money lenders is also one of the difficulties. | (e) It appears desirable to have the system of share capital loan. | | |
| | (f) Sometimes it is difficult to persuade the tribal people to send their children to school. | (f) Free books, stationery and mid-day meals may be provided to encourage children to attend schools. | | |

| | | | | |
|---|---|---|---|---|
| Bombay . . . . . | Report awaited. | | | |
| Madhya Pradesh . . . | Efforts have been made to implement the minimum programme. | | | Tribal Welfare Department and Community Development Department from the part of the same Secretariat and therefore no difficulty experienced in coordination of activities of the two Departments. |
| Orissa . . . . . | (a) The Adibasis are usually exploited by the money lenders who purchase away all their Agricultural produce at harvest time. They have got the capacity to bargain and no facilities to market. Ultimately they have to run to money lenders and thus remain perpetually indebted. | (a) This can be checked by running Cooperative Stores in the special multipurpose blocks through the fair price shops. The question as to how best these measures can be linked up with the programme of multi-purpose blocks may be taken up in Seminars. | | Elaborate instructions have been issued defining the relationship and setting up the machinery to secure effective coordination between the two. |
| | (b) The difficulty is with regard to the shifting cultivation practised by the tribal resulting in soil erosion and loss of fertility. Many tribal areas need attention in health. | (b) This is proposed to make efforts to wean away the Adibasis from shifting cultivation. Mobile Health Units have been set up in tribal areas to undertake work. | | |
| | (c) People are not able to contribute to "Matching grants". | (c) Matching contribution should be waived. | | |
| Tripura . . . . | No difficulty being experienced in implementing the programme. | Question does not arise. | All the Heads of Departments are responsible for implementation of the respective development programme either under the 5 year Plan, Tribal Welfare or C.D. & N.E.S. | Tripura being a small territory there is no difficulty regarding coordination of activities. Chief Secretary. is in charge of Planning & Tribal Welfare Deptt. |

| 1 | 2 | 3 | 4 | 5 |
|---|---|---|---|---|
| Rajasthan . . . . | | Report awaited. | | |
| Manipur . . . . | (a) There is not a single jeepable road connecting Imphal Head Quarter with the block Head quarters and the block area, and as such transportation of stores and staff movements are hampered for want of communications. | (a) A jeepable road should be constructed immediately. | The Development Commissioner is also the Deputy Commissioner of Tribal Welfare. So there is a close relation and coordination between the two. | Though the scheme relating to multipurpose development block is drawn up and implemented by the tribal welfare department with the help of block personnel, no additional Staff for this purose has been appointed at Head quarters At least the Tribal Welfare Staff at Imphal Head quarters should be strengthened to some extent. |
| | (b) 800 Sq. Miles covered by Block cannot be supervised by 12 V.L.Ws. | (b) Every V.L.W. should be in charge of not more than 10 villages. | | |
| | (c) During rainy season certain parts are cut-off from block. | (c) Bridges may be constructed across the river. | | |
| | (d) The villagers of these areas will not be benefited by the implementation of block programme until roads, bridges etc. are not constructed. | (d) | | |

## Main recommendations and conclusions

(i) With regard to the difficulties experienced in implementing the programme of development in Multi-purpose Tribal Blocks, the following recommendations made by the Sub-Committee on Tribal Welfare were adopted :—

(a) The State Governments should give highest priority to the Multi-purpose Tribal Blocks and should try to post the full contingent of staff by the end of June, 1958.

(b) The State Governments should again consider the feasibility of providing some incentive in the form of special pay equivalent to 25% of the basic salary with a view to compensate for the difficult conditions of life in these areas.

(c) Efforts should be made to complete the staff quarters either through the P.W.D. or departmentally during the current year. Until permanent quarters are built, at least temporary structures with mud or bamboo walls and thatched roof should be provided for the staff immediately.

(d) In order to encourage the staff in various Departments to learn the tribal dialects, special awards should be given to those persons who learn and pass tests in the recognised local tribal dialects.

(e) The basic survey should be completed as early as possible in the case of those blocks where it has not yet been done, so that the programme to be implemented may really reflect the special needs of the area.

(f) Special orientation course of 2 to 3 weeks' duration in the special problems of tribal areas should be arranged during the current year for B.D.Os., V.L.Ws and all Block Level Extension Officers excepting SEOs for whom special training is provided at Ranchi.

(g) Each State Government should examine the present coverage of each VLW in relation to the population, area and number of villages and prepare proposals for increasing the number of VLWs where necessary up to a maximum of 20. It was felt that the extra cost could be adjusted within the ceiling provided for personnel in the schematic budget.

(h) Where it is not possible for the tribal people to contribute even 25% as their share for certain items, the Development Commissioner should be authorised further to relax the quantum of contribution in special cases.

(i) It is considered very necessary that the subsidy for irrigation works undertaken from the block budget should not be less

than 50%, as is the case for Grow More Food Schemes. Similarly the subsidy for Soil Conservation Schemes should not be less than 75% as provided for such schemes by the All India Soil Conservaion Board.

(j) In addition it was suggested that—

In view of the prevailing indebtedness among tribals, suitable measures be taken to examine the problem in detail and to enact legislation for meeting the problem. In addition, suitable measures such as credit facilities to purchase minor forest produce at low prices should be introduced.

(k) With reference to the shortage of technically trained staff, an appeal be made to qualified persons to offer their services in a missionary spirit in tribal areas.

(l) In view of the prevailing terrain, making communication difficult, the extension workers should assume a multi-purpose role to the extent possible.

(m) To make it possible for the tribal community to take increasing interest in the development of their own community, it was necessary to train local workers and leaders for assuming the responsibilities for the programme of Community Development.

(n) Efforts should be made to encourage voluntary organisations to take interest in the programme of development in tribal areas.

(ii) With regard to the need to establish effective coordination between the Tribal Welfare Department and the Community Development Department at the State level in promoting the programme of Tribal Welfare in Community Development Blocks inhabited by Tribals, and specially in the Multi-purpose Tribal Blocks, it was resolved that in order to enable the Tribal Welfare Department to implement its special schemes with speed and promptitude in tribal blocks and to play its role of advising and guiding the blocks staff in the special problems of tribals, a Joint Director should be provided in the Directorate of Tribal Welfare in those States where the Director is not in a position to carry out this assignment.

(iii) With reference to the need to confine to the earlier decision of limiting the population of tribals to 25,000 and to utilise Rs. 100 per capita for the development of the tribals, as visualised in the earlier scheme of Multi-purpose Tribal Blocks, it was felt that the State Governments should examine this question and see whether the present coverage should be reduced. It was further felt that the question of population coverage should be fully kept in view at the time of allotting new Multi-purpose Tribal Blocks.

## (10) Public Health and Sanitation

(i) *Difficulties in regard to Advance Planning for Health Services:*

Visits to some States have indicated that primary health centres have not been established in some blocks, even though these blocks have passed into the post-intensive stage or are on the verge of doing so. It has been clearly defined and accepted that a primary health centre and three maternity sub-centres have to be established in every C.D. Block to give integrated health services to the people. Apart from the question of construction of the building of primary health centre, arrangements have to be made in advance for recruitment of staff, augmentation of training facilities, if necessary, orientation of the existing staff and budget provisions. To accomplish all this in time, it is absolutely essential to do advance planning. This has been done by certain States, but still needs to be done by others. In the past, this planning was expected to be carried out in the pre-NES or during the first year of the NES stage, so that the buildings, staff, equipment, drugs, etc. were in position by the time the block was converted for intensive development. With the proposed change in the programme for community development, the distinction between the NES and intensive stage has been removed. As such, the planning will have to be carried out during the pre-extension period.

All the States have been delimited into blocks by now and this delimitation should be in possession of all the Directors of Health Services and District Medical/Health Officers. It is presumed that the Directors of Health Services are taking effective steps to survey the existing medical and health facilities 'blockwise' in every district. In the blocks which will start from April, 1959, there will be a 9 month pre-extension period that is from the 1st July, 1958.

Immediately on the allocation of blocks, the Development Commissioner should intimate the names of these blocks to the Director of Health Services/Public Health, who in turn would pass on this information to the respective District Medical/Public Health Officers for planning the health services in the blocks on the basis of the survey that has already been done of the existing medical and health facilities. In the States where this survey has not already been carried out, it is essential that it should be carried out definitely during the pre-extension period for the blocks which will be allocated in future. It is suggested that definite instructions may be issued to the District Medical and Health Officers to have these survey ready at their district headquarters. The survey should indicate all the medical and health facilities operated by the government, district boards and other voluntary organisations, like Social Welfare Board, Kasturba Trust etc. The survey should also show the mortality and morbidity figures from various diseases. The District Medical/Health Officers should discuss with the Collector/District Planning Officer, the suitability of the existing dispensaries, if any, for upgrading as primary health centres and suitable sites for establishment of maternity sub-centres. By now, it is expected that

every Health Department has a 'plan' for primary health centres and maternity sub-centres. In view of the limited funds, every effort will have to be made to upgrade an existing dispensary, where it is considered suitable by additions and alterations to come up to a standard approved by the Health Department.

Necessary action will have to be initiated to obtain sanction for appointment of the following minimum staff in addition to what exists :

| | |
|---|---|
| Medical Officer | 1 |
| Compounder | 1 |
| Sanitary Inspector | 1 |
| Lady health visitor | 1 |
| Auxiliary nurse-mid-wives/midwives | 4 |
| Class IV | 2 |

This may entail the question of additional training facilities and orientation. By now every State Health Department is fully aware of their requirements of personnel and most State Governments have taken steps to augment the existing training programme and to establish additional training centres. The Central Council of Health at its last meeting at Bangalore recommended that it would not be advisable to lower the minimum staff that has been suggested for a primary health centre and three maternity sub-centres.

Simultaneously steps have to be taken to obtain necessary sanctions for the building, staff, equipment, drugs. etc., the intension being to establish all these services to give medical and health care to the people of the block, immediately a block comes into existence. The proposed re-organisation of the Community Development Programme by which distinction between NES and CD stages will be abolished, will result in the establishment of primary health centres and maternity sub-centres in all the existing NES Blocks. The total number of these Blocks is about 1300. Considerable thought and planning will have to be devoted to the question of construction of buildings for the primary health centres, recruitment and training of staff and procurement of equipment. The task is formidable but it can be tackled successfully with initiative and perseverance. It may also be mentioned that another 900 blocks will be allocated from April, 1958 to the end of the Second Plan period. All the medical and health services according to the pattern will have to be provided in these blocks also.

(ii) *Primary Health Centres and Maternity and Child Welfare Centres—Standardisation and Coordination*:

In addition to the primary health centres that have to be established according to the Community Development Programme, additional centres have been planned for establishment in other areas, which would not for the present come under the purview of the Community Development Programme. The advance planning as mentioned above would be of definite utility for these centres also.

*Returns and Reporting.*—Inspite of the fact that the pattern of the primary health centres has been clearly defined by the Ministry of Health and the Ministry of Community Development, it has been observed that the State Governments while submitting returns include all kinds of health units, subsidised medical dispensaries and subsidised health centres, etc. This creates a problem and entails additional correspondence with the State Government. Establishment of a primary health centre should conform to the minimum pattern of building, staff and equipment, as these are the pre-requisites for securing aid from the Government of India and UNICEF.

Good coordination which is already being developed between the Departments of Health and Development would facilitate advance planning.

*Supervision and Coordination.*—The success of the health programme depends largely on effective supervision as the health services for the rural areas are being developed at a level below the district. The focus of supervision should be at the district level under the overall administration and guidance of the Director of Health Services. The health programme in Community Development is of an integrated nature combining curative and preventive services with emphasis on prevention and as such it is felt that the District Health Officers would be in a better position to discharge this responsibility. In view of the fact that the pattern of District Medical and Health Services varies from State to State, it is left to the State Governments to entrust this responsibility to an officer whom they consider suitable. It may be mentioned that the Master Plan of UNICEF aid and the Subsidiary Plans that have been executed with individual States insist that there should be adequate supervision at the district level by a medical officer trained in Public Health.

The officer who is responsible for supervision will also have to coordinate all the medical and health facilities existing in a block irrespective of the fact whether these are administered by government, district/local boards, voluntary organisations, etc. This coordination is essential for better coverage and to obviate duplication.

*Referal Hospitals.*—So far attention has been concentrated on establishing primary health centres and maternity sub-centres, though some States have already set up secondary health centres to offer specialist services to patients referred from the primary health centres. In any case to give adequate specialised care, it is necessary that a particular hospital whether at the sub-tehsil, tehsil or the district level should be ear-marked for this purpose. This would, naturally, mean provision of specialist staff, and diagnostic facilities like X-ray, Pathological laboratories, etc. will have to be brought up-to-date. Some State Governments may need additional accommodation for indoor beds and additional staff to cater to the needs of those who will be referred from the

primary health centres. UNICEF and WHO are paying particular attention to this aspect of the problem and have included this item in Supplementary Plan-op for additional aid. (Discussions on this point may be of interest to the Conference).

The suggested procedure for advance planning as outlined above may be improved upon by the State Governments. All that is essential is to ensure that people derive the benefit of health services from the very beginning of the Community Development Programme.

*Points for consideration*:

(1) Has every Director of Health Services received a list of delimitation of blocks in the State and have copies been supplied to the District Medical and Health Officers?

(2) Are there any difficulties in connection with carrying out of a survey of the existing medical and health facilities blockwise?

(3) Are there any problems regarding advance planning?

(4) Are there any difficulties regarding coordination and supervision:

(i) Within the Department of Medical and Public Health.

(ii) With the Development Department.

(5) What action is proposed to be taken to implement the last sentence of Resolution No. 10, quoted below which was passed at the Sixth Meeting of the Central Health Council in Bangalore on 5th and 6th January, 1958 :

"The Council further recommends to the State Governments that in view of the importance and the growing size of the Programme, the Central and State Governments should designate administrative officers who would be primarily concerned with the Primary Health Centre Programme."

(iii) *Control of Epidemics, particularly smallpox and cholera* :

During the last 12 months there have been epidemics of smallpox and cholera in more than one State in the country. It is a matter of great regret that today in 1958 any one should permit an epidemic of smallpox or cholera in any State when vaccination and anti-cholera inoculation can put a stop to such epidemics. Of course, a few stray cases would occur but there is no reason to permit occurance of an epidemic. Epidemics of smallpox and cholera have definite seasonal prevalence and if genuine efforts are made to start vaccination and anti-cholera inoculation in anticipation of these diseases, a great deal can be done to eradicate these diseases. Adequate and prompt reporting and notification of such cases, of course, is essential for any control measure.

*Suggestions for Control* :

(1) Making primary and secondary vaccination compulsory in every State.

(2) Extension of the existing Public Health Act to those areas that have been newly integrated as a result of Re-organisation of States, *e.g.*, extension of Madhya Pradesh Public Health Act to areas which previously formed Madhya Bharat, Vindhya Pradesh and Bhopal. This action is necessary pending the promulgation of a comprehensive Public Health Act by the State Governments on the lines of the Model Public Health Act circulated by the Central Council of Health.

(3) Preparation and adequate supply of lymph vaccine and anti-cholera vaccine.

(4) Formation of anti-epidemic committees at the district level, where representatives of the Legislature and members of the voluntary and Social Welfare Organisations should be brought into the picture.

(5) Prompt notification of cases to the adjoining States.

(6) Coordination with District and other local bodies who are responsible for prevention of communicable diseases and improvement of health in the rural areas. This coordination can only be achieved if health officers, sanitary/health inspectors, health visitors, etc. working in the Municipalities and District and Local Boards are drawn from the cadre of the Director of Health Services and not appointed directly by Local Bodies.

(7) Extending registration of births and deaths to areas not yet covered, and improving them.

(8) Promulgation of the Epidemic Diseases Act, 1897, if necessary and taking all the necessary steps including mass vaccination and inoculation.

The Conference may discuss the above suggestions and may recommend some additional measures for the control of epidemics.

(iv) *Vital Statistics*:

The most important factor for any development programme is to know the total number of people and the rate of increase so that accurate advance planning can be carried out. This can only be done by knowing the total number of people that exist today and the total number of births and deaths during the course of the year. This data should be collected according to sex and age groups, 0-1 year; 1-5, 6-10, 11-15 and so on. This will give us an idea of the number of infants, school age children, adults and old people, and will throw a considerable light on the availability of man-power also. Further, causes of deaths should also be known and this will give an idea about the prevalence of diseases which are responsible for mortality and morbidity. It is suggested that this data be collected blockwise and figures should be available in the office of the Block Development Officer. Finally, the collection of vital and health statistics pertaining to births and deaths including infant

and maternal mortality and prevalence of other diseases will give us an idea about the effectiveness of the health programme in each Community Development Block.

The Conference may please discuss this subject and make concrete recommendations for the implementation of this programme. The Conference may also consider how the panchayats and other local bodies can be made effective for collection of this data.

(v) *Rural Water Supply and Sanitation*:

To help the State Governments to improve rural water supply and sanitation, Government of India put up a National Water Supply and Sanitation Scheme for the whole country; according to which substantial financial assistance was offered to the State Governments. During the present plan period a sum of Rs. 28 crores has been provided in the State Plans for implementation of rural water supply and sanitation schemes. These schemes before implementation must receive the approval of the Central Ministry of Health.

Progress of these schemes is somewhat slow and is attributed to lack of trained personnel and adequate organisation. Rural works are being executed by a variety of agencies and there is scope for better coordination. Another important factor standing in the way of implementation of this programme is the difficulty in obtaining pipes, pumps and other equipment.

To help State Governments to train P.W.D. Engineers in Public Health Engineering, Central Health Ministry has set up short term training courses of three months and a diploma course of one year at the All-India Institute of Hygiene and Public Health, Calcutta, but the State Governments are not taking full advantage of these facilities. In spite of the fact that in the staffing pattern an overseer with public health bias has been provided very few States have appointed such personnel.

It is suggested that the District Planning Officers/Development Officers should draw up a comprehensive plan in consultation with District Health Officers and Public Health Engineering Departments, taking into consideration all the available funds in that particular district. Apart from the National Water Supply and Sanitation and Community Development funds, funds are available from other sources for this purpose. All these funds should be pooled for formulating a comprehensive scheme. State Governments should have an organisation at the district level adequately staffed with trained personnel to initiate and execute plans for improvement of water supply and sanitation. State Governments should also take advantage of short-term courses in Public Health Engineering by deputing assistant engineers and overseers to these courses for which stipends are paid by the Central Health Ministry.

Drainage is an integral part of water supply and sanitation. Whenever a scheme for water supply is put up adequate attention must be given to drainage. It has been noticed in the past that in a number of

places where sanitary wells have been constructed or old wells sanitated, adequate attention has not been paid to the problem of drainage and water is permitted to stand around these wells creating insanitary conditions.

It is for consideration whether it will be more profitable to organise short term courses in Public Health Engineering for the overseers and assistant engineers in each State in collaboration with the Engineering Colleges; of course, it will be necessary to associate a senior Public Health Engineer with this training and to develop Public Health Engineering Workshop and also ,to provide a rural practice field.

This subject was discussed at the Sixth Meeting of the Central Health Council in January, 1958 and recommendations were made *vide* Resolution No. 7. The portion of the Resolution which pertains to the rural water supply and sanitation is reproduced below:

"(i) That the Sewage Disposal Schemes be given an importance not less than the Water Supply Schemes;

(ii) That the supervision of the rural water supply schemes should be placed under the Public Health Engineering Organisations in the States; and

(iii) That no new areas should be developed unless adequate water supply and sewerage facilities are first provided for these by the Local or other Bodies concerned."

*Points for consideration*:

(1) What procedure should be adopted for planning and execution of rural water supply and drainage schemes?

(2) What steps should be taken for development of Public Health Engineering Organisation in every State, at the State, District and Block level?

(3) Are adequate steps being taken for recruitment and training of assistant engineers and overseers in Public Health Engineering?

*National Water supply and Sanitation programme (Rural)—Central Grants sanctioned to the various States since the beginning of the second Five Year Plan*

| Sl. No. | Name of the State | Amount sanctioned in 1956-57 | Amount sanctioned in 1957-58 |
|---|---|---|---|
| 1 | 2 | 3 | 4 |
| | | | (Rs. in lakhs) |
| 1 | Andhra Pradesh | 10·00 | 22·89 |
| 2 | Assam | 3·00 | 7·74 |
| 3 | Bihar | .. | 3·00 |

| 1 | 2 | 3 | 4 |
|---|---|---|---|
| 4 | Bombay | 9·64 | 13·00 |
| 5 | Jammu & Kashmir | 5·00 | 2·50 |
| 6 | Kerala | 2·875 | 6·60854 |
| 7 | Madhya Pradesh | .. | 23·76963 |
| 8 | Madras | .. | 6·115 |
| 9 | Mysore | .. | 26·8038 |
| 10 | Orissa | 10·50 | 12·955 |
| 11 | Punjab | .. | 5·00 |
| 12 | Rajasthan | .. | 27·30 |
| 13 | Uttar Pradesh | 28·50 | 7·00 |
| 14 | West Bengal | 8·00 | 9·81778 |
| 15 | Delhi | 2·50 | .. |
| 16 | Himachal Pradesh | 4·93 | .. |
| | TOTAL | 84·945 | 174·49975 |

(vi) *Family Planning—Rural Family Planning. What are the hurdles in the way and how to overcome them ?*

It is nearly a year since the State Governments were requested to set up State Family Planning Boards and to appoint a Family Planning Officer at the State Level of the status of an Assistant Director. The Union Ministry of Health agreed to pay for a period of three years full salaries, allowances, etc. of the State Family Planning Officer. Some State Governments have not yet set up a Family Planning Board. Similarly State Family Planning Officers have not yet been appointed in all the States.

In view of the fact that Family Planning has been accepted as a national policy, it is suggested that instructions in Family Planning be included in the syllabi for training courses for under-graduates, nurses and auxiliary nurse-midwives. State Governments are aware that Central Ministry of Health have appointed a Special Officer for this programme and if the Administrative Medical Officers from the States have any

particular problem or if they want information on any point they may contact this officer and endorse a copy to the Health Adviser, Ministry of Community Development.

The family planning programme has recently made commendable progress. Against the target figure of 370 clinics in 1956-58, 413 clinics have been sanctioned and 353 clinics are reported to have started functioning. Clinics sanctioned include 169 urban and 244 rural family planning clinics. The target is to have 500 urban and 2,000 rural clinics during second Five Year Plan period. Therefore, effective measures have to be taken to reach it. It is certain that there will be no difficulty regarding the urban clinics, but unless special steps are taken, it would be difficult to achieve the targets with regard to rural clinics.

The chief obstacle as mentioned by most of the States is lack of family welfare worker (Health Visitors, social worker etc.) as provided for in the pattern of assistance for rural clinics. Secondly, this additional worker must receive training in family planning at one of the centres. State Governments are also finding it difficult to recruit women from the rural areas with requisite qualifications. This difficulty is also being experienced with regard to recruitment of auxiliary nurse-midwives for working in the rural areas. These difficulties can be overcome by establishing regional training centres as soon as possible.

Family planning is a subject of a personal and intimate nature. The Programme will succeed if the workers have the confidence of the people and the experience in motivating the people to adopt methods he/she advocates. Natural groups and natural group leaders should be identified and used as channels of communication. It is also suggested that the health visitor or social worker need not go with label of family planning but as family welfare worker able to give advice on family welfare, home nursing, maternal and child health and family planning and family welfare activities are developed around each family planning clinic. It is felt that if a concerted action was taken to explain to the people the necessity of such services for their own betterment, it is possible to achive better results. In this connction, personal contact with families and groups by representatives of the women's organisations and leaders of public opinion may be of great help. The point in favour of this programme is that married women are anxious to prolong the period between their pregnancies. It would be interesting to know if any State Governments have adopted such measures and if so with what success.

*Points for consideration* :

1. How to create a strong desire and will to space or limit families?

2. How to secure personnel for setting up Rural Family Planning Clinics?

3. What measures should be taken for speedy development of this programme?

**Pattern of Assistance**

*Rural Family Planning Clinics*

*Non-recurring*

| | Rs. |
|---|---|
| Furniture and equipment | 500·00 |
| Stock of contraceptives | 500·00 |
| | 1,000·00 |

*Recurring*

| | Rs. |
|---|---|
| Social worker | 3000·00 |
| Conveyance allowance, etc. | 500·00 |
| Contingencies | 500·00 |
| | 4,000·00 |

In addition, contraceptives worth Rs. 1,000·00 will be supplied every year during the Second Plan period to each urban and rural clinic for free distribution. The pattern of central assistance to the State Governments for the implementation of this programme during the Second Plan period will be as follows:

| | |
|---|---|
| *Non-recurring* | 100% |
| *Recurring* | |
| First year | 80% |
| Second year | 70% |
| Third year | 50% |
| Fourth year | 30% |
| Fifth year | 20% |

The central financial assistance will also be extended to voluntary organisations who are already doing family planning work and also for opening new clinics.

**(Supplementary Note)** (From Directorate General of Health Services.)

Family Planning Programme has made notable progress during 1958-59. The amounts sanctioned, including expenditure, by the Ministry of Health during 1956-57 and 1957-58 are given below :—

| | 1956-57 | | 1957-58 | |
|---|---|---|---|---|
| | Budget Provision | Grants Sanctioned | Budget Provision | Grants Sanctioned |
| | Rs. in lakhs | Rs. in Lakhs | Rs. in Lakhs | Rs. in Lakhs |
| Grants for opening clinics and continuation grants. | 12·00 | 3·20 | 15·07 | 16·31 |
| Training and Education Publicity | 9·00 | 0·69 | 5·23 | 2·11 |
| Research | 6·00 | 4·30 | 3·56 | 6·70 |
| Organisation | 3·00 | 0·93 | 1·14 | 0·85 |
| | 30·00 | 9·12 | 25·00 | 25·97 |

*Organisation.*—At the Centre there is a Family Planning Board, Standing Committee and an Officer on Special Duty. At the State level Family Planning Boards have been formed in all States except Punjab, Madhya Pradesh and Orissa, and Family Planning Officers have been appointed in the States of Andhra. Assam, Bihar, Bombay, Kerala, Madras, Mysore, Punjab and West Bengal.

*Clinics.*—During the First Five Year Plan period 147 clinics (21 rural and 126 urban) were opened. During 1956-57 grants were sanctioned for 7 rural and 13 urban clinics. The target figure for clinics up to March, 1958 was 300 rural and 70 urban. Of these 309 rural clinics and 164 urban clinics are reported to have been opened.

During 1958-59 the target figure for clinics is 300 rural and 80 urban. 300 rural clinics in Primary Health Centres during 1958-59 can be opened immediately in anticipation of sanction from the Government of India. The sanction will be accorded immediately the proposals are received from State Governments. In the remaining Primary Health Centres also family planning advice should be made available. 100% grant for sheaths and foam tablets can be provided by the Central Government. Grant for other contraceptives can also be made available for free issue to the income group of below Rs. 100 p.m. and at half rates to those whose income is between Rs. 100 and Rs. 200 p.m. Family Planning should form an integral part of the services provided at the Primary Health Centres. The staff provided for family planning clinics should be considered as strengthening the existing organisation rather than creating a new unit. The Family Planning Worker should be considered as Family Welfare Worker giving home-nursing, ante-natal, postnatal and family planning advice. Similarly, the staff of the Primary Health Centre should give family planning advice also as a part of their normal duty.

The Family Planning Board has recommended that sterilization operation should be voluntary with the consent of both husband and wife, depending on the merits of each case, and the operation should be performed by trained Surgeons in hospitals and institutions where such facilities exist and not in family planning clinics.

The point of view of those who differ should be understood and respected. Their cooperation in propagating methods they approve of can also be valuable in controlling birth rates. Family Planning activities are conducted solely on voluntary basis. Every care is taken that our social and cultural values are not affected.

*Training.*—Training Centres have been organised and aubot 293 persons have been trained during 1957-58. State Governments should :

(i) take full advantage of training facilities offered at the Family Planning Training and Research Centre, Bombay ;

(ii) open clinics in every teaching institution for doctors and medical auxiliaries for which 100% assistance will be provided by the Central Government ;

(iii) start training centres in each State for qualified doctors and medical auxiliaries. The proposal regarding expenditure for this training, including stipends for trainees, should be sent to the Government of India. A proposal to Governments of Kerala, Bombay, Andhra, Uttar Pradesh and West Bengal has been recently sent for starting training centres for Family Welfare Workers. The State Governments concerned should send their views immediately to the Ministry of Health, so that Regional Training Centres for Family Welfare Workers can be started.

(iv) Conduct *ad hoc* training courses wherever facilities for such training and trained instructors are available. Each State may fix a target of say 1,000 persons during 1958-59. This will be possible if the personnel trained at Bombay on return conduct intensive training courses in the States.

*Education.*—An effective Education Programme for Family Planning inludes:

(a) schemes to collect detailed knowledge of and the factors which are responsible for community attitudes, beliefs and behaviour pattern;

(b) identification of natural groups and natural group leaders and use of these leaders as a channel of communication;

(c) preparation and testing of basic materials and methods for mass communication, community education, imparting specific technical knowledge and skills to individual couples; and

(d) training a corps of competent workers.

The educators should be such as have gained confidence of the people to be educated.

Family Planning is a subject of personal and intimate nature. Without personal contact of Family Welfare Workers with married couples the family planning work cannot make satisfactory success. There is sometimes the tendency either to restrict activities to the premises of clinics or to dissipate energy in an area so wide that it cannot be effectively covered. The entire staff of the clinic should, therefore, carry out intensive field work in an area which can be effectively covered—say an area comprising 10,000 people, and try to contact all persons in that area in their homes and in groups as often as possible. The workers need not go with the label of 'Family Planning' but as 'Family Welfare Workers' able to give advice on family welfare, home-nursing, maternal and child health and family planning, Family Welfare activities should be developed around each Family Planning Clinics.

Family Planning propaganda should be included in the general Education Programme of the State. For example, Second Five Year Plan Exhibitions should include material on Family Planning; Community Development; Health, Education programme should undertake family planning propaganda.

*Field Research and Evaluation.*—A few Primary Health Centres in each State may be selected for the investigation of acceptability and effectiveness of a particular means of family limitation and help in the assessment of possible ways of educating the people in matters of family size and child care.

(vii) *School Health Service including Nutrition Service*:

Children of school age represent an important segment of our population and yet no satisfactory arrangements exist for giving these children adequate health care.

Health habits and attitudes once acquired die hard; therefore, it is vital to inculcate healthy habits and attitudes from the very beginning. Such an opportunity is provided in the primary schools. School health education is concerned with the child's growth and development—physical, emotional, intellectual and social. It is recognised that improvement in health habits is more likely to be attained through practical experiences concentrated around day to day activities of the individuals.

At the moment some of the States are carrying on some sort of medical examination of school children but no adequate arrangements have been provided for correction of defects, if any, detected during medical examination and no arrangements exist for a follow-up, *viz.*, if on medical examination, it is found that the child needs dental treatment and if no arrangements are made to provide that treatment, then it is obvious that the utility of such an examination is nil; similarly if on examination, the school medical officer feels that the child needs glasses and if there is no Opthalmic Surgeon to prescribe the glasses, obviously there is not much use in examining the child's eyes. For this reason, it is absolutely essential that adequate arrangements must be made for correction of defects detected during medical examination and that too in the school or within an easy distance of the school.

As regards school feeding apart from giving reconstituted UNICEF milk powder very little has been done to provide a regular mid-day meal.

*Environmental Sanitation.*—Very little attention has been paid to this aspect of the School. In fact, it is very seldom that plans for a school building in the rural areas provide sanitary latrines and urinals. The same holds for the supply of safe water. In short hardly any amenities are provided for the pupils to practice what is preached to them in the class room, regarding improvement of hygienic habits.

*Budget.*—During the Second Plan period a sum of Rs. 144·05 lakhs has been provided in the State Sector for School Health Service. Details are given State-wise in Annexure I. This sum is for both the urban and rural areas. In addition to this, the following States had proposed School Feeding Programme during the Second Plan period —the figures are shown against each of these States:

| | |
|---|---|
| Madras . . . . . . . . . . . | 165·00 lakhs |
| Mysore . . . . . . . . . . . | 8·00 ,, |

| | | |
|---|---|---|
| Pondicherry . . . . . . . . . . . | 5·00 | Lakhs |
| Jammu & Kashmir . . . . . . . . . | 3·70 | ,, |
| Andaman and Nicobar Islands . . . . . . . | 2·00 | ,, |

Out of these States, apart from Andaman and Nicobar Islands the other States had included this provision under Education sector; Andaman and Nicobar Islands had included this provision in the Health Sector.

In addition to the funds provided by the State Governments, UNICEF has been providing skimmed milk powder to assist to some extent in School Feeding Programmes. UNICEF is now providing additional aid for improvement of health services in the Community Development areas; so far as schools are concerned this aid is for the purpose of the schools within easy reach of the primary health centre which has to be established, according to pattern, in every block. For this purpose a Subsidiary Plan is being executed by UNICEF with individual State Governments after visits and personal discussions.

In view of what has been stated, it is suggested that comprehensive School Health Services be developed for those schools for which State Governments are asking UNICEF aid. It is realised that with the limited funds, it will not be possible, to cover all the school population. To start with we can make a beginning in certain localised areas.

There have been some suggestion for starting Pilot School Health Service. The scheme as prepared by the Ministry of Health, Government of India, envisages medical examination of students, correction of defects, preventive vaccination and inoculation, environmental sanitation including water supply, removal of refuse, cleanliness of school, health education and school feeding etc. Staff recommended includes 1 Medical Officer, 2 School Health Nurses, 1 Dental Hygienist, and 1 Health Educator-*cum*-Cinema Operator. Assistants of a school health teacher has also been pressed into the services. The proposal is to start the scheme in 4 post-intensive block areas. A copy of the draft scheme is enclosed (Appendix I). It is, however, felt that State Governments already know quite a lot about these services.

To make the services effective, it would be necessary to form a committee jointly with the Departments of Education, Development and Public Health Engineering, both at the State and the District Levels. The School teacher, naturally, has to play a very important role in this programme and as such his orientation towards better health is necessary. The teacher can help the doctor and the nurse in medical examination by preparing nominal rolls of the students and can take and enter the height, weight and chest measurements in advance to save the time of the doctor. The teacher will have to be trained for this purpose. He has the advantage of being in close contact with parents and community health workers and can work through parents to bring about the correction of abnormal conditions. This, naturally, means that if the village teacher is to be effective in this programme, his socio-economic status in the village must be raised.

The conference may discuss the points raised in this note and offer concrete recommendations.

## Annexure I to Agenda Item I(10)

### State Plan Provision

### Subject: School Health Service

| S. No. | State | Plan Provision (Rs. lakhs) |
|---|---|---|
| 1 | Andhra Pradesh | 11·20 |
| 2 | Assam | 1·00 |
| 3 | Bihar | 31·60 |
| 4 | Bombay | 1·00 |
| 5 | Kerala | 0·50 |
| 6 | Madhya Pradesh | 3·59 |
| 7 | Madras | 7·76 |
| 8 | Mysore | 5·38 |
| 9 | Orissa | .. |
| 10 | Punjab | 7·55 |
| 11 | Rajasthan | 6·00 |
| 12 | Uttar Pradesh | 22·06 |
| 13 | West Bengal | 35·11 |
| 14 | Jammu & Kashmir | 7·16 |
| | TOTAL | 139·91 |
| 1 | Andaman and Nicobar Islands | 2·00 |
| 2 | Delhi | .. |
| 3 | Himachal Pradesh | 0·95 |
| 4 | Manipur | 0·19 |
| 5 | NEFA | .. |
| 6 | Pondicherry | .. |
| 7 | Tripura | 1·00 |
| | | 4·14 |
| | GRAND TOTAL | 144·05 |

## Appendix 'I' To agenda Item I(10)

*Draft Scheme for School Health Service as a pilot project in each region (including School Nutrition Service)*

The main measures to be undertaken in regard to the health of children in the schools should include school health service, covering medical inspection of school children, correction of defects and follow up of the health of children, environmental hygiene and sanitation, school nutrition service and Health education.

The scheme is proposed to cover in the first instance children attending primary, middle and high schools in each of the regions where school health service is going to be introduced.

*School Health Service* :

The Health Services provided under this programme should comprise :

(a) Routine medical examination of children immediately on admission, once in the middle school stage and finally in the high school stage.

(b) Correction of defects and treatment of minor ailments.

(c) Preventive inoculation and vaccination.

(d) Environmental sanitation, water supply, excreta and refuse disposal—cleanliness of school premises.

(e) Health education.

(f) School Nutrition Service.

The work will mainly be carried out by the school medical officer, the school health nurses and the school teachers. Attached to each primary health centre the following staff will be appointed to carry out the school health services :

(i) one medical Officer;

(ii) two School Health Nurses;

(iii) one Dental Hygienist;

(iv) Health Education-*cum*-cinema Operator;

(v) one Lower Division Clerk-*cum*-computor; and

(vi) two Class IV employees.

At least one teacher in each school would be trained in school health work to assist the school health staff in routine medical examination, maintenance of record, carrying out instructions as regards cleanliness, environmental hygiene and mental hygiene etc.

Each school will be provided with a First Aid Box and an adequate supply of soap, disinfectants, etc. The teacher, who may also be teaching hygiene, Physical Culture, Games, etc. shall hold a daily health parade of all the children in the school for detection of ailments, which he can report either to the school health nurse or the medical officer. He shall also ensure that cleanliness is observed in the school premises and that the children acquire and maintain a reasonable level of personal hygiene. He will also look into the proper carrying out of the school feeding programme. For this additional work the school teacher is called upon to do, he should be given an allowance of Rs. 15 per month.

The school health nurses, two in each primary health centre will be responsible for holding clinics in each school at least once a week, in her portion of the Block, attend to the children referred by the teacher and either give them the proper advice or refer them to the clinic of the medical officer. She will keep a watch on the sanitation of the school and the feeding programme, inspect the houses of absentee children for discovering if there is any sickness and carry out health education programme.

The medical officer will have his main clinic at the primary health centre and will also attend group clinics (five or six schools forming a group) located at five or six places in his Block. He will examine all the new entrants at the primary school, middle school and high school stages and also ensure that the advice on the treatment given to the

defective or ailing children are properly followed by the school health nurses and the school teacher.

No school health service can be completed unless specialist's services for cure or removal of defects of eye, ear, nose and throat and teeth are provided for. One whole time Dental Hygienist may be employed for each region.

It is proposed that the entire non-recurring expenditure connected with the School Health Service, *viz.* purchase of furniture, film projector typewriter, etc. will be about Rs. 15,000. The equipment for dentistry, E.N.T., etc. is not included in this.

Details of non-recurring and recurring expenditure in connection with equipment and staff for school health service for each region is given in Appendix II.

The prime considerations for environmental hygiene are safe water supply, adequate disposal of body wastes and encouragement of hygienic practices etc. As regards safe water supply, if pure water supply through pipes is not available in the school premises, equipment should be made available for proper purification of the well or spring water supply and also clean containers for carrying water should be provided. If filtered water for drinking is not available, facilities for filtering water such as sand filters (simple devices) and also for boiling water and clean containers for storing the same should be provided in every school.

Well built and well kept latrines should be provided in every school. The school building should be well ventilated and well lighted, with a compound and playground for the school children. If the school compound is big enough, it may be used for growing vegetables etc. for use in the school feeding programme.

*Safety Control.*—The occurrence of accidents in school during games, competitions, P.T., traffic on the way to and from school are quite common. The school Health Programme should include provisions for review of safety measures at the school and its environs removal of hazards which may be discovered, education in safety and accident prevention and road rules. Essential first aid equipment and medical aid should be provided on the premises.

*Promotion of mental health.*—Facilities for promotion of mental health and detection of psychological problems in children may also be included as one of the items in the school health programme.

For a successful working of the school health service the co-operation of the school teacher with medical and health personnel, under the supervision of the School Medical Officer is very necessary. List of equipment necessary is given in Appendix III.

Details of likely UNICEF aid to its Programme is given in the Annexure to this Appendix.

**Annexure to Appendix I**

SCHOOL NUTRITION SERVICE

UNICEF AID TO NUTRITION PROGRAMME IN INDIA:

The UNICEF have agreed to give aid to nutrition programme in India with particular emphasis on the development of the following programmes in the school health service:

(a) Development of a school nutrition service;

(b) education in nutrition in schools;

(c) school gardens; and

(d) home economic education and extension;

The UNICEF have suggested that the aid to nutrition programme with particular reference to schools should be implemented in a practical way and, as far as possible, at block and village level. It has been decided that the best place to implement this UNICEF aid to nutrition programme with particular reference to schools would be in the post intensive blocks which cover a school-going population of 5,000. Accordingly, the probable expenditure to be borne by the Government *vis-a-vis* the UNICFE is given as under:—

1. *Development of a school nutrition service and its extension to rural areas*:

In addition to the present skimmed milk programme, the UNICEF propose to provide aid for school feeding programme in the form of snacks, cooking and serving utensils, etc. The cost of snacks to supplement a glass of UNICEF milk is worked out at 1 anna per day per child; *i.e.* Rs. 14 per year for 220 school working days. Out of this 1 anna (6 naya paise), half the expense can be met either by Central and/or State Governments and half the expense by the UNICEF. The commitment of the Government, which will work out for a Unit of 5,000 school-going population, will be Rs. 35,000/-. This amount can be utilized for the purchase of multi-purpose biscuits, which have recently been developed in the Central Food Technological Research Institute at Mysore and which has more or less reached the mass production stage and has proved to be a diet supplement rich in proteins. One of the big biscuit companies is interested in the mass production and will be in a position to manufacture biscuits at a rate of Rs. 1·20 per 1b. of the small round biscuit type, which will contain approximately 280 biscuits per 1b. whereas if the bigger tipe of biscuits are manufactured, they would be 64 biscuits per 1b. and the cost would work out to about Rs. 1.30 per lb.

The cost that would be borne by the UNICEF in this programme for 5,000 school-going population would be for supply of snacks of a

nature agreed by us worth Rs. 35,000 plus the cost of utensils, dishes, etc. for this Unit. In addition, the UNICEF will provide equipment needed in providing safe water supply and cost of transport for UNICEF milk. Therefore, the financial commitment on the UNICEF for a unit of 5,000 school-going population would be in the region of Rs. 50,000 or even more.

*Education in Nutrition in Schools.*—It is understood that there are 27 centres run by the Ford Foundation under the Ministry of Food and Agriculture to teach home economics in schools. Teachers, who are responsible to teach this unit of 5,000 school-going population in rural areas under one post-intensive development block, may be sent for the nutritional training programme to the nearest school run by the Ford Foundation under the auspices of the Ministry of Food and Agriculture for re-orientation training in nutrition, home economics and etc. The stipends necessary for the training will be borne by the UNICEF. The UNICEF will also supply the necessary educational material, such as films, pamphlets and posters, for this re-orientation training to be held for teachers in the schools run by the Ford Foundation under the auspices of the Ministry of Food and Agriculutre.

*School Gardens.*—It is understood that each child will require about 100 sq. ft. of land for the development of the school garden and the value of the produce derived from this school garden per child per year is estimated to be Rs. 3. Working on this data, the 5,000 school-going children who form a unit in the post-intensive block will require 500,000 sq. ft. of land and the income could be estimated at Rs. 15,000 per annum. Therefore this income of Rs. 15,000 could be considered as the financial participation in so far as the Government is concerned. While on the other hand, the UNICEF will supply for an amount equivalent to Rs. 15,000 or even more, for tools, seeds, fertilizers, insecticides, as well as funds for the provision of water supply, *viz.*, digging of wells, pumps and pipes.

From the above, it may be noted that the commitment of the Government in the implementation of the nutrition programme in schools situated in an intensive block area will be as under :—

| | Rs. |
|---|---|
| 1. Development of school nutrition programme | 35,000 |
| 2. School gardens | 15,000 |
| TOTAL | 50,000 |

To begin with this programme may be taken up in one intensive block area in the four regions of India *viz.*, North, South, East and West.

**Appendix II**

## *Details of expenditure for each region*

## A *School Health*

*I. Non-recurring*

| | Rs. |
|---|---|
| Furniture, equipment, appliances | 15,000 |

*II. Recurring*

| | Rs. |
|---|---|
| 1. Pay & allowances of Health Staff (in Rs.) | |
| (a) One Medical Officer (Pay 350 plus D.A. 70) | 5,040 |
| (b) Two School Health Nurses (Pay 150 plus D.A. 55) | 4,920 |
| (c) One Dental Hygienist (Pay 170 plus D.A. 60) | 2,760 |
| (d) One Health Educator-*cum*-Cinema Operator (Pay 150 plus D. A. 55). | 2,460 |
| (e) One Lower Division Clerk (Pay 55 plus D.A. 50) | 1,260 |
| (f) Two Class IV employees (Pay 30 plus D.A. 50) | 1,920 |
| | 18,360 |
| 2. Conveyance allowance to Medical Officer @ Rs. 25 p. m. | 300 |
| 3. Cycle allowance to Nurses and Hygienist @ Rs. 10 p. m. | 360 |
| 4. Provision of petrol and oil repairs, etc. (extra) | 1,000 |
| 5. Provision of extra allowance to 30 School Teachers @ Rs. 15 p.m. | 5,400 |
| 6. Kitchen garden seeds etc. | 100 |
| 7. Contingent and Stationery | 2,000 |
| TOTAL | 27,520 |

or say Rs. 27,500

A set up in Directorate General of Health Services with one Medical Officer for 4 regions Rs. 12,000

**Appendix III**

*Equipment necessary for School Health, Environmental Hygiene, Health education etc.*

(a) Equipment for Dental, Optical and E.N.T. treatment.

(b) First aid boxes with complete equipment, medicines, vitamin pills, disinfectants, soap, etc.

(c) Equipment for inoculation and vaccination.

(d) Equipment for environmental hygiene and sanitation, etc. *viz.* for safe water supply, disposal of body wastes and encouragement of hygienic practices etc. Equipment for filtering and boiling drinking water *viz.* filters, containers for boiling and storing water, glasses, etc.

(e) Equipment for physical training, games, etc.

(f) Weighing and height machines, apparatus and equipment for clinical examination of blood, haemoglobin level, etc.

(g) Cinema Van and equipment projector and screen for showing educational films to children. Visual aids such as charts, posters and models on balanced diet, nutrition, hygiene, diseases etc.

(Equipment to be obtained from UNICEF aid).

## Main Recommendations and Conclusions

(i) & (ii) *Difficulties in regard to Advance Planning for Health Services: Primary Health Centres and Maternity and Child Welfare Centre—Standardisation and coordination:*

The Conference made the following recommendations:

(1) A list of blocks as delimited in the State should be forwarded to the Director of Health Services in each State with spare copies to be supplied to the District Medical and Health Officers.

(2) To help in advance planning, a survey of existing medical and health facilities and health conditions be carried out, block-wise, during the pre-extension stage.

(3) On account of the reorganisation of the community development programme, the question of staff and training programme, be reviewed in the light of existing shortage and requirements. It is felt that additional training schemes will be necessary and that such schemes should be prepared and forwarded, as early as possible, to the Union Health Ministry for financial assistance.

(4) To encourage Doctors to go to the rural areas appointment of medical Officer Incharge of Primary Health Centre should be a gazetted one and he should belong to the normal cadre of the medical and health department. Further, service in rural area, for a period of three years, should be an essential factor for crossing the efficiency bar and for promotions to higher scale.

(5) Residential accommodation must be provided for medical and health personnel, free of rent, and adequate non-practice and rural health allowance should also be given to the Doctors.

It was felt that in view of the large number of Primary Health Centres that have to be established on account of the re-organisation of the community development programme, it will take sometime to establish Primary Health Centre with the requisite staff.

(iii) *Control of Epidemics, particularly small pox and cholera*:

The Conference made the following recommendations:—

(1) Making primary and secondary vaccination compulsory in every State.

(2) Extension of the existing Public Health Act to those areas that have been newly integrated as a result of re-organisation of States, *e.g.*, extension of Madhya Pradesh Public Health Act to areas which previously formed Madhya Bharat, Vindhya Pradesh and Bhopal. This action is necessary pending the promulgation of a comprehensive Public Health Act by the

State Governments on the lines of the Model Public Health Act, circulated by the Central Council of Health.

(3) Preparation and adequate supply of lymph vaccine and anti-cholera vaccine.

(4) Formation of anti-epidemic committees at the district level, where representatives of the Legislature and members of the voluntary and Social Welfare Organisations should be brought into the picture, and a health sub-committee of the Block Advisory Committee.

(5) Prompt notification of cases to the adjoining States.

(6) Coordination with District and other local bodies who are responsible for prevention of communicable diseases and improvement of health in the rural areas. This coordination can only be achieved if health officers, sanitary/health inspectors, health visitors, vaccinators etc. working in the Municipalities and District and Local Boards are drawn from the cadre of the Director of Health Services and not appointed directly by local bodies.

(7) Extending registration of births and deaths to areas not yet covered, and improving the system.

(8) Promulgation of the Epidemic Diseases Act, 1897, if and when necessary and taking all the necessary steps including mass vaccination and inoculation.

(9) Towns with population of 30,000 or over should have a Health Officer with D.P.H. qualification.

(10) Every effort should be made to utilise the services of Mahila Mandals and other voluntary organisations for carrying out vaccination against small-pox and inoculation against cholera.

(iv) *Vital Statistics*:

The Conference agreed with the suggestion made in the note and recommended that the health statistics, including vital statistics, should be entrusted to the *Ad-hoc* Panchayat Samitis and other agencies now collecting the statistics. These statistics should be collected according to sex and age group, *e.g.* 0-1 years, 1-4, 5-9, 10-14, and so on.

(v) *Rural Water Supply and Sanitation*:

The Conference recommended that every effort must be made to accelerate the programme of rural water supply and sanitation. Further, every scheme, for rural water supply, must make adequate arrangements for drainage. It was felt that the Planning Commission's restrictions regarding the provision of piped water supply in the rural areas, should be relaxed to provide for the construction of sanitary wells also wherever necessary.

The State Governments should take immediate steps for training the staff in Public Health Engineering. The State Governments should take full advantage of the training facilities provided by the Union Health Ministry where substantial financial assistance, in the form of stipends, is given to every candidate.

(vi) *Family Planning*:

For speedy development of this programme, the Conference recommended :—

(1) that full advantage of training facilities offered by the Government of India should be taken ;

(2) Family Planning Clinics should be opened in every Teaching Institution for Doctors and Medical Auxiliaries for which 100 per cent financial assistance is available from the Government of India.

(3) Proposals to start training centres in selected urban clinics in each State for qualified Doctors and Medical Auxiliaries and for training the family welfare workers should be sent by the State Government to the Government of India, for consideration.

(4) *Ad-hoc* training courses should be started wherever facilities and trained instructors are available.

(5) Wherever facilities and trained instructors are available each State may fix a target of say, training 1,000 persons in 1958-59.

(6) Wherever requisite staff for family planning is not available. part time staff should be employed and suitable allowance for family planning work may be given.

(7) Family Planning advice should be made available in all Primary Health Centres, Sub-Divisional and District Hospitals for which grants for contraceptives may be asked for from the Government of India.

(8) Education and propaganda for family planning should be included in the publicity programme for community development.

(vii) *School Health Service including Nutrition Service*:

The Conference recommended the suggestion made in the note and hopes the State Governments would start a comprehensive School Health Service in limited areas near Primary Health Centres. Specialised service may be made available from the Sub-Divisional or the District Hospitals. Some States have already started this programme.

A suggestion was made that such Services should be made available to those school-age children also, who are not going to the school. The Conference agreed with this suggestion, but in view of the paucity of funds felt that this should be held in abeyance for the time being.

## (11) Communications

### *Village Roads*

(i) *Alignment*:

Although progress in the mileage of village roads constructed—metalled as well as unmetalled—has been satisfactory, the defects and drawbacks pointed out at the Sixth Development Commissioners' Conference still remain, particularly regarding alignment and quality of work on metalled roads.

According to the findings of the Special Officer appointed by the Ministry of Transport and Communications for the study of the problem of development of village roads, "The standards of construction of village roads at present being undertaken under the Community Projects and Local Development programmes are very low and particularly enough land width is not being made available for these roads". As observed by the Special Officer, it is essential to follow the accepted standards in respect of alignment, road-land width etc. even where katcha roads are constructed under the self-help scheme, in view of the future development of the areas served by the roads and the potential increase in traffic.

As indicated at the Sixth Development Commissioners' Conference last year, most of the rural roads constructed under this programme follow a zig-zag alignment as the cultivators do not wish to part with their land. The result is that the length of the road increases unnecessarily and thus more land is actually occupied than would be required if straight alignment were followed. It will also be difficult to fit such ill aligned roads into the district road programme subsequently. For proper maintenance of a road it is also essential that sufficient road land be acquired at the outset, otherwise securing of earth etc. for maintenance becomes difficult.

(ii) *Maintenance*:

Although a large mileage of village roads has been constructed, sufficient attention is not apparently being paid towards their maintenance. The State Governments may consider the advisability of making the village panchayats responsible for proper maintenance of katcha roads. Kerala State has decided to give a grant of Rs. 300 per year to Panchayats for maintenance of such roads. Other States may consider the desirability of taking similar action. The metalled roads should be given over to the State Public Works Department for maintenance. Such roads should, however, be built to proper specifications.

(iii) *Planning of Village Communications on the Overall Perspective*.

The Nagpur Plan envisages bringing villages in highly populated areas within 2 miles of a road and villages in other areas within 5 miles of such road. It is necessary while planning village roads to have an idea of the overall district road programme so that, wherever possible

and particularly in case of metalled roads, they may subsequently be converted into district or State highways. There is at present very little, if any, co-ordination in the planning of the programme of the different agencies engaged in the construction of rural roads.

It will be helpful, if for all districts in each state, separate district-wise maps are prepared showing the alignments of all roads envisaged under the overall Nagpur Plan for the district. Copies of these maps may be supplied to the Block staff so that while constructing the village roads under the Block programme, they may try to align their roads in such a way that wherever possible, they follow the alignment of roads proposed under the overall district plan.

It is necessary to provide sufficient land width for the roads from the very beginning, so that they may be developed into district roads without difficulty in future. For the same reason it is also essential to adopt proper specifications for metalling the roads.

(iv) *Development of Rural Roads* (*Note prepared by the Ministry of Transport—Roads Organisations*) :

The targets of Nagpur Plan for mileage of metalled and unmetalled roads are expected to be attained before the end of the Second Five Year Plan though the road system will still be deficient in some aspects such as unbridged river crossings, low standard of road surface and weak bridges and culverts. Every effort is being made to overcome these deficiencies but the shortage of funds has imposed considerable limitation.

2. It was decided in May, 1957, to take in hand the preparation of a new Road Plan for India in order to meet the needs of the country for the next two or three decades keeping in view the greatly accelerated requirements arising out of the large scale developments envisaged in all fields. A Committee of Chief Engineers and the Consulting Engineer (Road Dev.) was formed to prepare such a Plan. The preliminary draft Plan was prepared and has the following main features :

(i) The Nagpur Plan road system which gives the average intensity of 30 miles of roads for 100 sq. miles of area of the country should be expanded to 52 miles per 100 sq. miles ;

(ii) The increased mileage of roads of different types should be according to the table below :

| | Kind of Road | Nagpur Plan mileage | Expected mileage on 1-4-61 | Proposed mileage on 1-4-81 |
|---|---|---|---|---|
| 1 | National Highway | 20,000 | 13,800 | 25,000 |
| 2 | State Highway | 53,000 | 35,000 | 1,02,000 |
| 3 | Major District Road | 50,000 | 95,200 | 2,00,000 |
| 4 | Other District Road | 70,000 | 78,300 | 2,00,000 |
| 5 | Village Road | 1,38,000 | 1,56,700 | 1,27,000 |
| | Total | 3,31,000 | 3,79,000 | 6,54,000 |

3. The cost of the above improvement is estimated at Rs. 4650 crores. In terms of Five Year Plans this expenditure can be spread out as:

| | |
|---|---|
| Third Plan (1961-66) . . . . . . . . . . | Rs. 500 crores |
| Fourth Plan (1966-71) . . . . . . . . . . | Rs. 900 crores. |
| Fifth Plan (1971-76) . . . . . . . . . . | Rs. 1350 crores. |
| Sixth Plan (1976-81) . . . . . . . . . . | Rs. 1900 crores. |

4. The amount of expenditure is very considerable and about 25 per cent of the expenditure will be needed for development of rural roads which will consist of other district roads and classified village roads. These roads will generally fall in the category of low cost roads in which the surface is improved by stabilising the earth or spreading gravel or moorum. All minor drainage crossings will be provided but the works on major drainage crossings will be such as to provide fair weather crossings by means of causeways, ferries or boat bridges etc.

5. Most of these roads will be altogether new and so will have to be aligned for the first time. Advantage should be taken to fix the alignment in such a way that the routes continue to be useful later on when the roads are upgraded to higher standards. For this purpose it is necessary that:—

(1) The alignment be straight as far as possible;

(2) The curves should be easy;

(3) The land width should not be less than 60 ft. in any case and it should preferably be 100 ft.;

(4) No pucca structure should be built within 75 ft. of the centre line of the road.

6. Since these roads will be of low cost type, a good deal of expenditure in the first instance would pertain to earth work in road formation and cheap surfacing. Shramdan can play an important role at this stage both for earth work and for collection of grabel or moorum.

7. The land should be made available free by the village as a whole *i.e.*, each villager should contribute his share. This can be done in the following manner:—

Suppose the total area of land required in a village for a road is 20 acres. Then 20 acres of land should be taken away from those land holders who own large areas. Such land holders can afford to give up a few acres each. The price of land should be paid to them after obtaining contribution from every villager. This amount should then be distributed proportionately to those whose land is acquired for the road alignment. No one will then be dispossessed of the land. There will also be very little opposition to the acquisition of land along a particularly suitable alignment of road.

8. The next long term National Plan for roads is expected to be finalised shortly. It may be necessary to adjust the period of the Plan in accordance with the money that may be proposed to be set apart for roads in future. In any case the Plan is bound to be quite big and the programme of work has also to develop rapidly from the present meagre value of Rs. fifty crores a year. Assistance in the form of Shramdan, Bhoodan or Sampatidan for road work would be most welcome and can be substantial for Rural roads.

9. In order that the works of rural roads, which are undertaken at present with the help of popular effort in the Community Project areas, should be of permanent benefit, it has been suggested that the maps, of future road developments should be prepared early for the whole of India. This will enable the Community Project authorities to align the new rural roads taken up for construction by them along the routes proposed in the long term National Plan for road development. Whatever work is then executed for roads in Community Projects, will be fully utilised in the future road plans.

10. The work involved in drawing up the maps of all future roads. both metalled and unmetalled, for the entire country will be very voluminous and time consuming. The work can be done by the State P.W.Ds. only as they are most familiar with the topography of the land and the needs of the areas. They will no doubt need additional staff to do this work. On an average a fulfledged circle with a large drawing office and corresponding divisional staff will be needed in each major State to work exclusively on this work so as to finish it in about six months. The cost of such a Circle and other staff would be about Rs. 1.0 lakh for six months. The total cost would be Rs. 16.0 lakhs, assuming that other than major States would need about 1/4th of the staff. As the States may find difficulty in setting apart funds required for preparation of the Plans, the Central Government should be willing to give grant-in-aid for this amount. The State should, however, agree that any expenditure above their share of grant should be borne by the State themselves.

11. (a) In order to make matters quite clear to all concerned, it will be desirable for Centre to prepare model road maps for two or three districts, say one in Punjab, one in U.P. and one in Madras. These plans can then be circulated to all the States with a request to make similar plans for their areas. The districts where the Community Projects are already in hand should be taken up first for preparing the maps.

(b) A model road map for Agra district in U.P. has accordingly been prepared in the Central Road Organisation.

The preparation of model road maps for two more districts is being taken in hand.

(c) In preparation of Agra district map the following objectives have been kept in view :

| Description of area | Maximum distance (in miles) of any place from a pucca road | Maximum distance (in miles) of any place from any road |
|---|---|---|
| Developed area | 3·0 | 1·5 |
| Semi-developed and forest area | 5·5 | 3·0 |
| Undeveloped | 9·0 | 5·0 |

(d) Agra district occupies 1,860 sq. miles which is made up of—

| | sq. miles |
|---|---|
| Developed area (mainly agricultural) | 1,543 |
| Semi-developed and forest area | 158 |
| Undeveloped area | 159 |
| | 1,860 |

The proposed mileages of metalled and unmetalled roads as shown in the district map are as under:

| | | |
|---|---|---|
| Metalled roads (N.H., S. H. and M.D.R.) | | 705 miles |
| Unmetalled roads (gravelled or moorum roads) O.D.Rs. | 348 miles | |
| Village roads (classified) | 250 miles | |
| | 598 miles | 598 miles |
| | | 1,303 miles |

This does not include 10 per cent extra for future development as the district of Agra is already an advanced one and need not be given this weightage.

(e) The above figures give an overall average of 70 miles of roads per 100 sq. miles of area as against 52 miles per 100 sq. miles for all-India referred to in para 2 above. The higher mileage for this district is due to the following reasons :

(i) Incidence of greater amount of agricultural area in the Agra district which is 83% of the total area as compared to an average of 66% for the all-India.

(ii) Heavier concentration of population centres.

(f) The model map only gives an idea of the pattern and intensity of road system to be followed for other parts of the country. The following procedure was adopted to fix the rough alignments of the roads:

(i) All villages and towns of more than 500 were divided in five classes with regard to their intensity of population and marked on the map.

(ii) Positions of High Schools, Colleges, Technical Training Centres, Hospitals, Maternity Centres, Veterinary Hospitals, Municipalities, Tehsil Headquarters and Block Development Centres were also marked on the map.

(iii) The existing canals and distributaries as shown on the topo sheets of this district were marked on the map.

(iv) The existing metalled and unmetalled (earth) roads both under the P.W.D. and District Boards were also marked.

(v) The existing unmetalled roads which were seen to connect or pass near the larger villages were given preference for upgrading them to metalled roads. After completing the grid to this extent, the areas which were not traversed by road were considered for aligning new roads through them so as to have a balanced grid system. The roads in the entire grid were then classified into four categories *viz.* (1) N.H. and S.H. (2) M.D.R. (3) O.D.R. (4) Village roads (classified). No road of this system will have a specification less than a gravelled or moorum surface.

(g) For preparation of the maps of the district, it is suggested that the Executive Engineer in-charge of the Division in which the district falls should first prepare a map of the existing metalled and unmetalled roads. A copy of this map should be forwarded to the Block Development Officer of the Community Project Administration with the request that he should make suggestions for road alignment in the rural areas in consultation with the Block Advisory Committee. The Executive Engineer himself should be aware of any big development scheme in the district and should show them on his Plan. The Block Development Officer and Executive Officer should meet together after a fortnight and then draw up a road-system on the lines of sub-para (f) above. Copies of the Plan should be forwarded to the Deputy Commissioner or Collector and the Development Commissioner for any suggestions that they may have to make in consultation with various authorities such as District and State Development Boards or Districts Local Boards, where they exist. The suggestion should be sent to the Superintending Engineer (Planning) within a month. The Superintending Engineer will then modify the district Plans and incorporate them into the State Plan for road development.

12. Along with the problem of constructing rural roads, it is very necessary to consider how to arrange for effective maintenance of these roads. Even if the Panchayats or District Boards are made responsible for their maintenance, they have to be provided with adequate funds.

to meet the cost. The unmetalled roads need repairs more frequently and at the right times. This does not appear to be feasible by Shramdan alone. It will be necessary to use motor graders in large number for this work. The procurement of new graders will need foreign exchange. Therefore arrangements should be made in such a way as to get the maximum use out of each motor grader. This can best be done by having a pool of graders at a few places in each State. This pool should be under the control of the Chief Engineer, P.W.D. The authorities in charge of maintenance of unmetalled road can obtain the service of the grader from the pool as and when necessary.

13. In regard to the construction of new roads, it will be necessary to work out a method of priority for undertaking works because all the works cannot be taken up simultaneously. In view of the fact that the participation of the residents of the area will play a very important part in the construction of these roads, this aspect has to be kept in view while fixing the priority. Those roads should, therefore, be taken up first where the share of public participation has been made available to the full extent. The items on which the public will have to contribute will be:

(a) release of adequate land for road alignment;

(b) assurance of Shramdan for carrying out the earth work, collection and spreading of gravel or moorum or labour involved in carrying out stabilised soil work for road surfacing;

(c) assurance of sufficient provision in terms of labour for maintenance of road.

14. The assistance from the Government side would comprise the following:

(a) technical assistance for execution of work;

(b) masonary work for drainage structures;

(c) provision of road rollers for consolidation of earth, moorum or gravel; and machinery for blasting rock;

(d) carriage of materials from quarries.

In order that the public of the area becomes conscious of their responsibility and develops enthusiasm for road construction, it would be desirable to work out the requirement of constructional equipment such as road rollers, motor graders, air compressors, drills etc. for each district of a State and provide these equipments in the district for use on rural roads. The Public will then have the assurance that their effort at road making by Shramdan etc. would not be delayed because of lack of equipment. The number of road making equipment will be very large. In the beginning it may not be possible to procure such a large number of equipments and therefore it may be necessary to pool together the equipment for a few districts. Preference for work would be given for

those areas where the share of public participation is assured before hand. This is bound to give an incentive to public for producing their share quickly.

15. For the construction and maintenance of 3,27,000 miles of rural roads the cost involved will be considerable. The construction alone is expected to cost about Rs. 1,200 crores. Roughly, half the cost would have to be borne by the Government and the other half by the public. The cost of maintenance of these roads would be in the neighbourhood of Rs. 500 per mile per year. The total cost of maintenance when all the roads are built would be 3,27,000 × ·500 or about Rs. 16½ crores per year. In order that the Panchayat or other local bodies are in a position to raise the requisite funds for construction and maintenance, it is suggested that the following charges are levied :

(a) Tax of one rupee per month on 1 crore bullock carts. This will bring an amount of Rs. 12 crores per year and can be utilized by the rural authorities for maintenance of roads ;

(b) A percentage of land cess which should bring a revenue of about Rs. 30 crores per year should be set apart exclusively for rural roads construction and utilised for procuring equipment, construction of culverts and other items for which the Government assumes the responsibility.

## Main Recommendations & Conclusions

The Conference considered the observations and recommendations contained in the agenda notes. It was felt that the immediate need of the rural areas was the linking of the village roads to the district roads keeping in view the over-all plan. It was, therefore, recommended that the Transport Ministry should prepare and circulate to the State Governments a note containing principles of planning for preparation of a comprehensive road plan for each district and obtain their views which should, thereafter, be discussed at a conference of representatives of States.

The Conference also made the following recommendations:

1. *Removal of defects*:

(i) The alignments of roads should be, as far as possible, straight, so as to avoid zigzags and ensure that the curves are few and easy.

(ii) Steps should be taken to ensure that enough land width is provided in all cases. The exact width will naturally depend on the class of the road. The roads might be categorised into three clases, the width varying from 40 to 100 ft. depending on the class of the road.

(iii) In villages, where consolidation of holdings has taken place, larger widths of roads should be provided from the very start.

(iv) No pucca structure should be allowed within a specified distance of the central line of the road and this should be secured by legislation. The distance will vary from 20 to 75 feet depending on the class of the road.

(v) The land should be made available free by the villagers, as far as possible.

(vi) Assistance should be available from the villagers in the form of Bhoodan, Shramdan and Sampattidan for road work.

2. It is important that the construction of roads, both metalled and unmetalled, should proceed on a planned basis. In this connection the Conference recommended that:—

(i) District maps of road development should be prepared with the help of the Central Government as suggested in para 10 of the note prepared by the Ministry of Transport.

(ii) The Central Roads Organisation should prepare a model road map for a few districts in different States, as has been done in the case of Agra District, in the light of the considerations mentioned in para 11 (f) of the Transport Ministry's note and supply them to the States concerned.

(iii) The Public Works Department of each State should prepare such road maps of various districts in consultation with the Block Development Officers and Block Advisory Committees, in so far as road alignments in rural areas are concerned.

(iv) The District road plans should be suitably dovetailed with the State road plans by the Public Works Department in each State.

3. *Maintenance of roads* :

It is essential that the existing roads and all the new roads are suitably maintained and it was recommended that :—

(i) The rural roads are maintained by village panchayats, who should be given suitable grants for the purpose by State Governments, as is done in Kerala State.

(ii) For the maintenance of rural roads, funds should be raised by a tax of, say one rupee per mensem on one crore of bullock carts in the country to be utilised on the maintenance of rural roads. Other vehicles such as camel carts, cycle rickshaws, etc. should be similarly subjected to taxation to provide revenue resources for this purpose.

## 12 Rural Housinc

*Progress of implementation of the programme.*

*Introduction*:

1. In its letter No. H II-26(10)/56-Vol. II, dated 14*th August*, 1957 the Ministry of Works Housing and Supply communicated to the State Governments the broad outlines of the rural housing scheme which had been settled after some considerable discussion with the Planning Commission, the Ministry of Community Development and other Ministries of the Government of India. A more precise scheme on the subject, namely, the Village Housing Projects Scheme, was subsequently drawn up and communicated to all the State Governments for implementation on 19*th October*, 1957. Thereafter, the following steps, were taken by the Government of India in order to initiate the implementation of the Scheme:—

(i) In their letters No. 30(1)/57-Prg-II, dated 25*th November*, 1957 *and* 2*nd December*, 1957, the Ministry of Community Development communicated to the State Governments the allocation of villages for 1957-58. This allocation was also brought to the notice of the Housing Secretary in each State Government by the Ministry of Works, Housing and Supply on 16th December, 1957.

(ii) On 30*th December*, 1957, the Ministry of Works, Housing and Supply informed all the State Governments that they would meet 50 per cent of the expenditure on the salaries and allowances (including travelling allowance) of the staff actually employed by them in their Rural Housing Cells, subject to a maximum of Rs. 35,000 per annum, this maximum being raised to 40,000 rupees in the case of States with comparatively larger rural populations.

(iii) In *January*, 1958, a model proforma was drawn up to help the State Rural Housing Cells to carry out socio-economic and physical (engineering) surveys of the selected villages.

2. The nature of discussions, and the views expressed by certain delegates at the Seminar on Village Industries and Rural Housing, organised by the Ministry of Community Development at Coimbatore in February last indicated that some of them were under the impression that the village Housing Projects Scheme was still in the formative and discussion stage. It seems necessary to point out, therefore, that the Scheme circulated on the 19th October, 1957, is the one finally decided upon after mature and deliberate consideration; that it was discussed at the Housing Ministers' Conference held at Mysore from the 31st October to the 2nd November, 1957, and was accepted by them for the time being, as representing the most satisfactory approach to the problem of rural housing in the country; and that none of the State Governments has so far informed the Government of India that they consider the Scheme to be impossible of execution. The Conference

may, accordingly, bring it to the notice of all concerned that the Village Housing Projects Scheme has now to be implemented with all effort and that any amendments or modifications can be considered only on the basis of experience gained in the actual implementation of the Scheme for some time.

*Steps to be taken to implement the Scheme* :

3. The following steps have to be taken in the States before construction of houses can actually commence in any of the villages selected for the location of housing projects :—

(i) Establishment of Rural Housing Cells at State Headquarters;

(ii) Formulation of detailed rules for the administration of the Scheme in the State ;

(iii) Selection of villages ;

(iv) Socio-economic/physical (engineering) survey of selected villages;

(v) Preparation of master plans, and determination of the order in which various sectors should be taken up since each village is normally to be completed in a period of 8-10 years;

(vi) Preparation immediately of designs and specifications for houses to be constructed in the sectors;

(vii) Establishment of village indusrties on a co-operative basis. Priority has to be given to those which produce building materials, *viz.*, bricks, tiles, lime (where possible and necessary), doors and windows, hinges, etc. ;

(viii) Formation of mutual aid societies to provide labour—particularly unskilled—for the construction of various houses in the villages on a voluntary and reciprocal basis.

All the State Governments are requested to examine the progress made by them so far in respect of the various items detailed above, and to furnish the requisite information to their representatives attending the Conference. Sufficient copies of the note prepared by them should be made available to the Ministries of Works, Housing and Supply, and Community Development in advance, for circulation at the Conference.

*Aided self-help the key to success*:

4. It is realised that of all the Housing Schemes introduced by Government, the implementation of the Village Housing Projects Scheme is likely to prove the most difficult. In view, however, of the magnitude of the rural housing problem, aided self-help is the only practical approach for undertaking reconstruction and remodelling of rural areas. The ECAFE Working Party on Housing and Building Materials which examined this problem, in relation to the conditions existing in the countries of the ECAFE Region, also came to the conclusion that this was the only possible course that could be adopted for the

purpose. Since every village selected under the Scheme is expected to be remodelled (sector by sector) in accordance with the master plan prepared for it by the Rural Cell of the State Government in order to avoid congestion and to ensure provision of proper paths, drainage etc., the process would obviously involve shifting of at least some of the houses in the village to alternative sites. Government, in most cases, have no statutory authority to enforce pulling down of existing structures and shifting of houses to alternative sites in the villages, and the propriety of arming Government with these powers (and enabling them to pay compensation in cases where a few villagers refuse to co-operate with the rest of the inhabitants) at the present stage, is not a practical proposition for, among other things, such a step will tend to put a premium on local intransigence and dilute the principle of aided self-help on which the entire Scheme is based. Consequently, the successful implementation of the scheme will depend primarily upon the extent to which the residents of the selected villages are willing to co-operate with the Government, or with each other, in the matter. The Scheme lays down the following criteria, *inter-alia,* for the selection ot villages for the proposed Housing Projects :—

(i) The villagers should be willing to improve or rebuild their houses on aided-self-help basis and in accordance with the master plan drawn up for the village; and

(ii) The villagers should be willing to make available, free of cost, the land needed for improvement of village housing and development of community facilities.

If, therefore, the implementation of the Scheme is to progress smoothly it will be necessary for the Block Development authorities to establish very close contacts with the residents of the selected villages, arouse consciousness among them for improving their housing conditions, and convince them that satisfactory results can be achieved only through mutual co-operation involving, *inter-alia* exchange of housing sites and provision of land for roads and other community facilities free of cost. It might be easier to secure the requisite co-operation from the residents of those villages where consolidation of holdings has taken or is taking place.

*Co-operation of non-official agencies* :

5. The services of the Block Advisory Committees could be utilised for getting the villagers to agree to a suitable master plan for the village, including exchange of sites where necessary, and provision of land for roads, community facilities etc. Discussions on these points will have to be undertaken by the Block Development authorities with the villagers as soon as the surveys have been carried out and rough plans drawn up by the State Rural Housing Cell. The master plan can obviously be finalised only when it has been accepted by all the residents of the village. Similar discussions with a view to securing the concurrence of the villagers, may also be necessary in regard to type

designs and specifications of houses which may be evolved by the State Rural Housing Cells to suit local conditions and requirements (climate, living habits, customs etc.).

*Need for the production of housing-building components "Employment through"* :

6. The Village Housing Projects Scheme is predicated on the assumption that improvement of housing is an integral part of the all-round economic development of the community in which the housing programmes are undertaken. Only so will the villagers be able to maintain their houses and repay without hardship the loans taken by them for re-building their houses. An increase in rural income should, therefore, be reflected in improved housing. This income is being raised today gradually by improvement in agricultural production and development of village industries. More and more attention will, however, have to be focussed on the production, where possible, of the essential building materials which, apart from facilitating an improvement of housing standards will also help to increase the rural income. It will accordingly be necessary to carry out a survey of raw materials and local talent available in the area, nature and extent of demand for appropriate village industries and their production etc. Establishment of these village industries (including appropriate building materials) has obviously to be organised on co-operative lines. Steps will therefore, have to be taken to :—

(i) organise suitable co-operative societies for the manufacture of building materials and for running any other village industry that may be set up in the project;

(ii) assist those co-operative societies to secure registration and other connected facilities; and

(iii) ensure adequate supplies of such raw materials as have to be imported from outside (for example, coal for burning bricks, in case any local fuel like wood is not available in adequate quantities.)

*Training and Provision of Skilled Labour* :

7. Since the Village Housing Projects Scheme is essentially based on the principle of aided-self-help, every villager is expected to provide at least 50 per cent of the estimated cost of construction from his own resources—either in cash or in the shape of building materials or the labour of himself and his family members. In the case of comparatively less prosperous residents. their contribution will mainly be in the shape of their own labour and of their family members. Skilled labour will. therefore, have to be supplied in these villages to ensure satisfactory construction of the houses designed by the State Rural Housing Cells.

It will, therefore, be necessary to :—

(i) organise mutual aid societies to enable the villagers to provide the necessary labour for the building of houses on a voluntry

and reciprocal basis as far as possible. The reconstruction of a village is expected to be completed over a period of 8-10 years and the number of houses to be built annually in each project (covering a group of 5-6 villages) should be about 100 or so on an average (assuming that a village consists of about 200 houses on an average). It might be necessary to confine the membership of such a society to those families whose houses are to be rebuilt during a particular year;

(ii) arrange training in certain trades (such as masons, carpenters, black smiths etc.) if skilled labour of the requisite category is not adequately available in a particular project, and importing such labour from adjoining areas might be either impracticable or uneconomical. Such training may be provided either at a suitable training centre for artisans, if any, existing close to the Housing Projects, or with the help of technicians already employed in the Government construction agencies.

In this connection, it may be explained that the question of establishing a new Wing in a few Engineering Institutions in the country for undertaking work on Rural Housing relating to research, training and extension on a regional basis, is under the consideration of the Government of India. These institutions will be expected to carry out research on the improvement and utilisation of local building materials and development of designs and techniques relating to Village Housing, having regard to local conditions such as climate, living habits, customs, etc. They will also afford training facilities to the staff of the State Rural Housing Cells as well as field staff employed on the execution of Village Housing Projects, and also to a limited extent, to village artisans, etc. The establishment of these Wings will take some time. In the mean time, the State Governments will have to make their own arrangements for training and guiding the necessary staff as indicated above.

*Location of the State Rural Housing Cells :*

8. The Village Housing Projects Scheme seeks to ensure a co-ordinated approach to the problem of housing and connected programmes of rural development, taking full advantage of the provisions available with other Ministries of the Government of India for various rural development programmes falling under their purview, such as establishment of village industries, improved water supply, sanitation, irrigation facilities, welfare of Scheduled Castes, Scheduled Tribes etc. Since various aspects of rural development have necessarily to be dealt with in different departments of the State Governments, it is necessary for them to devise and set up an effective machinery for maintaining close collaboration, resolving procedural and other difficulties and generally ensuring smooth and satisfactory progress of the Scheme which is essential for a balanced development of the rural areas selected for the location of Village Housing Projects. In this connection, it may also

be necessary for the State Governments to give particular thought to the Department which would be in charge of rural housing in the State. Specific suggestions are invited from the Conference on these points. So far as overall co-ordination of Housing activities is concerned, it should obviously continue to vest with the Housing Department in the State Governments.

*Subsidisation of rural housing*:

9. A suggestion is generally made that the Village Housing Projects Scheme should be modified to provide for a subsidy of 25 per cent of the cost of construction. The question of subsidy for rural housing had already been discussed on more than one occasion, but having regard to financial resources of the country, the enormity of the problem and the competing claims of other development programmes, it has not been found possible to agree to any element of subsidy for rural housing except to the extent it is already available to certain classes (*e.g.*, Scheduled Castes, Scheduled Tribes, handloom weavers etc.). In the case of persons belonging to Scheduled Castes etc. who are entitled to receive a certain amount of subsidy for improving their housing conditions, the subsidy (or a part of it) could apparently be utilised either for actual construction of houses or for purchase of land on which to build them, as may be necessary in individual cases.

## Main Recommendations & Conclusions

1. In order to expedite the implementation of the Village Housing Project Scheme, the Conference recommended as follows—

(i) *Establishment of Rural Housing Cells:* The Conference noted with regret that the Rural Housing Cells have not yet been set up in all States. The States should recruit immediately the full complement of staff for the Rural Housing Cell and place it directly under the control of the Development Commissioner; the Development Commissioner for the purpose of village housing project working under the Housing Minister of the State.

(ii) *Formulation of detailed rules for the implementation of the scheme:* The States should expedite the formulation of the Rules and give special attention to the security needed for the issue of loans. The house and the land on which it is constructed might be considered as reasonable security, but where the land had already been mortgaged earlier; it may be considered whether it would not be preferable to give loans through co-operatives who may be expected to provide a collective security for the loans. The normal community development organisation for the processing of loans should be utilised for the disbursement of loans under the scheme and it should be ensured that in case of defaults there is adequate machinery to effect recoveries.

(iii) *Socio-economic and technical surveys:* As the number of villages allocated to each State under the scheme has already been communicated, immediate steps should be taken to complete the surveys. The Development Commissioners should ensure that the Village Level Works send the socio-economic surveys through the Block Development Officers to the State Rural Housing Cells so that the Cells can proceed with the preparation of master plans and designs of houses to be constructed.

(iv) *Establishment of village and small scale, industries:* In the villages selected for the implementation of the scheme, the industries proposed to be set up should include brick and tile making and the production of other cheap building materials.

2. *Requirement of Extra Land:* The Conference, realised that in some villages, it will become necessary to procure more land in order not only to thin out the density of population but also to provide extra building sites and the basic minimum amenities. It, therefore, recommended that in such cases the State Governments may acquire the requisite land from within the funds allocated under the scheme and recover the cost of land development on a *pro-rata* basis in proportion to the area of land allotted to each individual. It may become inescapable sometimes to acquire certain property which comes

in the way of the proposed street pattern. In such cases the property may be acquired, provided it can be ensured that by mutual agreement and arrangement the village community agrees to bear the cost of the acquisition.

3. *Building Rules and up-keep of community services:* The Conference recommended that the State Rural Housing Cells should be asked to start evolving immediately a set of simple rules for regulating the house-building activity and physical development in villages. Such rules should be administered by the Panchayats under the guidance of the technical staff available in a Block. These rules should be made applicable not only in the villages selected under the scheme but in other villages also. The Panchayats should, furthermore, be entrusted with the up-keep of community buildings and services.

4. *Construction of residential and other buildings in the Blocks:* The Conference recommended that the State Rural Housing Cells should be entrusted with the planning and designing of the quarters and buildings needed for the Block staff, which would serve as demonstration model houses for the village community. Model houses for the Harijans should also be set up by the Cell with the aid of the subsidy given by the Ministry of Home Affairs. The Cell should, furthermore, be entrusted with the task of designing the buildings that may be needed for the Vigyan Mandirs, schools, dispensaries, flour mills and other community buildings and structure in the Block.

## (13) Panchayats

(i) *Resources:*

Decisions have been taken in the past both at the Development Commissioners Conference and at the Central Council of Local-Self Government that Panchayats should be given a percentage of land revenue to supplement their resources. Despite acceptance of this in principle, the practical implementation seems to be slow. Many of the States have not yet put it into practice.

If Panchayat is to serve its role as an effective instrument of Community Development, it must have adequate resources. It is, therefore, for very careful examination as to what are the factors making for delay in implementation of this very important recommendation.

There is a view that giving to all Panchayats in a State, a uniform percentage of land revenue, may not prove equitable. More fertile areas may get a greater share while poorer ones get less because of lower rate of assessment of land revenue. It is for consideration as to what would be a workable formula for allotting land revenue to Panchayats, which would help the poorer areas to come up to the level of the rest.

(ii) *Role of Panchayats in Planning and Development:*

Panchayats are associated with planning and development through their representatives in the Block Advisory Committees, but the process of Community Development requires that Panchayats should themselves both plan and implement schemes of village development.

Past Conferences of Development Commissioners had recommended that to give a greater sense of confidence and responsibility to the Panchayats, a sum of Rs. 2,000 should be placed at their disposal for implementation of schemes of development which they consider desirable. It is found that though this recommendation was accepted it has not been implemented by all States. What difficulties have come in way of implementation of this very modest step that can be taken to make this a people's programme, needs to be carefully examined.

If Panchayats are to play their correct role in community development, they have to take upon themselves the responsibility to think of the village development as a whole, particularly, in spheres such as increasing productivity in agriculture and village industries; promotion of co-operative effort; the unemployment problem in the village. It is for consideration as to what concrete steps should be taken to bring about the acceptance of and development of this role of Panchayats.

Panchayat, as an institution of local leadership, must be able to pool the human and material resources of the community for development of the community as a whole. The present system of making

available resources for execution of certain items of the programme, tends to create rivalry between sectional interests competing for these resources, and does not always help achieving the common good of the whole community. Panchayats will have to be viewed from a new angle. They will have to be recognised as instruments of community development and not as agents of Administration, and assisted to effectively function as such. If this view is accepted, then it is for the Conference to suggest concrete measures to realise this objective.

(iii) *Training:*

With increasing realisation of the importance of Panchayats, in community development, there has been a good drive to establish more and more Panchayats. Establishment of Panchayats is indeed the first important step in the right direction : but formal creation of these institutions is not enough. Several other steps become essential if these new born institutions are to be properly assisted while they are growing and thus enabled to take root and function in the required manner.

Three sets of persons are mainly involved in conducting the institution of Panchayats. They are (1) the Secretaries to the Panchayats, who are usually paid functionaries often borne on a Government cadre; (2) the Sarpanches and (3) Panches. For proper functioning of Panchayats, it is necessary that each of these three sets of people know well what is their role with reference to the Panchayat and with reference to the people. For this they have to be trained.

The importance of such training is accepted but its implementation has not received the requisite degree of attention everywhere. At some places, good arrangements for such training have been made while at others, such arrangements have yet to be made.

TRAINING OF SECRETARIES

The training of Secretaries should be fairly thorough and detailed as the proper running of the Panchayat Office, maintenance of its records and discharging its legal responsibilities are tied up more with this functionary. Training of Secretaries would, therefore, have to be an institutional training conducted for a period of six months to a year according to the volume of duties entrusted to Panchayats. For instance, where revenue collection and keeping revenue records etc. are to be undertaken by Panchayats, the Secretaries will have to be given sufficient training in revenue matters and the training course may have to be of one year's duration. Where this is not so, a shorter duration may perhaps be enough, for the time being.

TRAINING OF SARPANCHES AND PANCHES:

The training of Sarpanches and Panches will have to be in the form of short-duration camps. The camps of Sarpanches may be for a week or a fortnight while those for the other members of the Panchayats may be of a duration of three to four days. After this initial

training, every year, the Sarpanches should have short duration refresher camps of about two to three days duration for exchange of experiences and getting newer knowledge. This is necessary because the success or failure of a Panchayat is tied up more with the knowledge, ability and integrity of the Sarpanch.

While States are alive to the importance of such training programme, its implementation is slow. It is for the Conference to review the position in the State and find out what particularly are the obstacles coming in the way and to suggest ways to remedy the situation.

(iv) *Administrative responsibility with regard to Panchayats at the State Headquarters:*

With the progress of the community development movement, the need of developing institutional leadership at the village level is clearly brought out. Panchayat is one of the main village institutions which has to play a major and significant role in the process of community development.

It is suggested that certain steps should be taken by the State Governments. The Panchayat administration has to be organically integrated with the Development Commissioners organisation from the State headquarters down to the village level in a suitable manner. Some States have already been applying their mind to this question. The Conference should consider this matter and make concrete suggestions to build up the administrative pattern for Panchayat work in the States so as to achieve the objective of developing the Panchayats as vital units of local-self Government which function as effective instruments of Community Development.

## Main Recommendations & Conclusions

(i) & (ii) *Resources of Panchayats and Role of Panchayats in Planning and Developments* :

It was reiterated that the Panchayats should have a definite role in the Community Development Programme and should be made responsible for planning and implementing the programme in the villages. A certain amount should be earmarked out of the block budget for each Panchayat for works or programmes to be planned and undertaken by them.

2. It was also agreed that a certain percentage of land revenue should be made over to the Panchayats. If any State found it difficult to do so far financial reasons, the question of readjusting the State plan to make it possible to transfer a portion of the land revenue to Panchayats should be considered.

3. Panchayats in backward areas may be given extra assistance for the development programme.

If a Panchayat so proposes, the State may levy a surcharge on the land revenue of that village and hand it over to Panchayat of the village for the development programme.

(iii) *Training :*

Training of Secretaries, Sarpanches and Panches is very important and should be properly organised. Financial assistance may be given to States by the Centre for conducting such training in a suitable manner.

(iv) *Administration :*

Since the Panchayat has to play an ever increasing role in Community Development Programme and will function as a co-ordinating agency for local development, it is necessary that the Panchayat administration be organically integrated with the Development Commissioner's organisation from the State Headquarters down to the village level. The person in charge of Panchayat administration at the State level may be designated as Deputy or Joint Development Commissioner. The District Panchayat Officer should be a member of the District team under the Collector. At the block level the Extension Officer in charge of Panchayats should be a member of the block team under the B.D.O. The Gramsevak, however, should not be the Secretary of the Panchayat but should keep close touch with the Panchayat Secretary, President and members of the Panchayat and give them all assistance for implementation of the Panchayats Development Programme.

## (14) Information and Public Relations

*Administration*

(i) *Translation of Ministry of Community Development, Literature, etc., in Regional Languages by State Governments.*

The Nainital Conference of Development Commissioners, in 1956, recommended that "State Governments should undertake the preparation of regional language editions of Community Projects Administration Publications". As the progress was not quite satisfactory, the next Conference at Mussoorie, in 1957, fixed a target, *viz.*, at least six publications in a year in regional languages by each State Government. This number would cover both translations of Community Development Ministry's pamphlets as well as original publications of the State Government concerned.

Not much progress appears to have been made in this respect since the Mussoorie Conference. In fact, during the six years of the operation of the programme, only eight publications of the Community Development Ministry have been translated into nine regional languages, while the original publications in regional languages of all the States put together number 47 only. This conference may like to discuss the difficulties standing in the way of bringing out adequate literature in regional languages mainly under the following heads.

(i) Funds

(ii) Competent Translators

(iii) Agency for production, and

(iv) Availability of printing and other facilities.

The Conference may be interested to know that the Ministry of Community Development produce their technical publications themselves through the Controller of Printing & Stationery. Popular publications on the programme are brought out through the Ministry of Information & Broadcasting. Most of these publications are either in English or in Hindi. Fourteen of these have, however, been brought out in other regional languages also. It is presumed that the State Development Departments are also in a position to follow a similar procedure, namely, production of technical publications by the Development Department and popular literature through the State Department of Publicity. Funds for publicity of the Five Year Plans are provided in the budgets of the State Departments of Publicity.

(ii) *Progress made in setting up of Information & Community Centres. Promotion of the use of the centres by villagers by such means as local committees.*

The decision to set up Information & Community Centres was taken at the Development Commissioners' Conference at Simla in 1955. Till March, 1958, 1409 Information and Community Centres have been set up at Block Headquarters against the target of 1900 by the end of the second year of the Second Five Year Plan period.

The Development Commissioners' Conference at Mussoorie in 1957 discussed the various problems confronting the successful running of Information and Community Centres; *e.g.*, (a) shortage of accommodation, (b) absence of adequate literature in regional languages, (c) creation of popular interest in the centres. After a detailed discussion, the Mussoorie Conference recommended that the "Establishment of Information and Community Centres at Block Headquarters need not be held up till a separate building, according to the specification laid down in the CPA Manual, is built. The building may be taken on hire or a room in the office of the BDO (in case no separate accommodation is available) be made available for the purpose. It is essential that the Information Centres start along with the inauguration of the block". This Conference may like to review the position in the light of the experiences in the States *vis-a-vis* the recommendation of the Sixth Development Commissioners' Conference at Mussoorie.

State representatives may also intimate as to how far the recommendation (iv—Information and Publicity) that. "if funds for the setting up and maintenance of Information Centres are not adequate in the block budget, they should be supplemented by the Publicity Department of the State concerned". has been implemented.

The objective behind the setting up of Information and Community Centres was that these should not only be store houses of information, but the hub of community life as well. That will depend on people's active interest in these centres—in their maintenance and community use. This Conference, in the light of experiences in the States, may like to provide general guidance on measures needed to enlist active participation of the people in the day-to-day management, maintenance and development of the Centres. Formation of local committees for Information Centres may be considered. The State of Orissa, it is understood, has already taken some steps in that direction.

*Co-ordination :*

Co-ordination of all Publicity agencies of the Central and State Governments at present the dissemination of information in the country is done mainly by two agencies—the Ministry of Information and Broadcasting and the Department of Information/Publicity in the States. The Community Development Ministry also do it on a limited scale, in project areas, under the Social Education and Information Centres schemes. The National Conference of Development Commissioners' (1956) discussed the question of co-ordination in the field of publicity, in details, and recommended : "Close liaison should be maintained between the Field Publicity Officers of the Ministry of Information and Broadcasting and the State Publicity Departments. The use of the publicity equipment (vans and projectors) films, community receiving sets, etc., supplied by various agencies in the project areas, should be properly co-ordinated so as to ensure fullest and effective utilisation of the available resources".

Experience of the past years indicates that, like other aspects of the Community Development Programme, this function of enlightening the rural population can be best performed mainly by the appropriate Department of the State *i.e.*, the Information/Publicity Department, adequately assisted by the Centre. That might require strengthening of the Information/Publicity units at the District or even at the block level. The Ministry of Community Development, on their part, will be glad to pool with the State Information/Publicity Departments the resources, in personnel and equipment, at the block level. The necessity of providing a small fund at the block level for expenditure on publicity material like filmstrips, charts, etc., may also be considered.

(iii) *Distribution of the Publicity material Setting up of a Small Cell at the State Headquarters* :

The distribution of booklets brought out by the Ministry of Community Development either through the Controller of Printing & Stationery or the Publication Divisions of the Ministry of Information and Broadcasting is handled by the Publicity Branch of the Ministry. Until recently, the practice has been to send requisite number of copies direct to the Block Development Officer by unregistered post. Since January, 1958, a new procedure has been adopted, with the concurrence of the Development Commissioners, under which copies for the blocks in a particular district are despatched to the Collector who in his turn makes the material available to the Block Development Officers. The Conference may consider whether it would ensure better distribution at levels below if the present system is substituted by bulk supply to the Development Commissioners at the State Headquarters. It may also consider whether it will be helpful to set up a small cell at the State Headquarters to ensure timely transmission of publicity material, received from various sources including the Community Development Ministry, to the Districts and Blocks.

## Main Recommendations & Conclusions

(i) The Conference noted the paucity of regional language literature on Community Development Programme and while again emphasising the immediate need for production of such literature, particularly by the States, it recommended that a co-ordinated programme of production, including translation of Community Development Ministry's publications, be drawn up for implementation each year by the Central and State agencies concerned. For this purpose, the Union Ministry of Information and Broadcasting should, at the beginning of the year, call a meeting in which the State Directors of Information and representatives of the Ministry of Community Development would participate.

(ii) Provision should be made for suitable accommodation for the Information Centres within the office of the block headquarters. While erecting new buildings for the block headquarters, the requirements of the Information Centres should be kept in view and, where necessary, the plans for such constructions should be accordingly redesigned.

(iii) A sub-committee of the Block Development Committee should be set up for supervision of the Information Centre.

(iv) In the event of the Social Education Organiser being unable to devote adequate attention to the Information Centres, provision should be made for appointing a non-official worker, preferably a local school teacher, with an honorarium to look after the day-to-day running of the Information Centre. If no funds are available, one of the members of the block establishment should be made responsible for this work as a part-time assignment.

(v) The Conference preferred a system of despatching information material if possible, direct to the recipients in preference to indirect distribution by bulk supply to Development Commissioners or Collectors. In view, however, of the organisational difficulties felt by the Ministry of Community Development in handling a large distribution list, it recommended that as they have the requisite machinery and experience in this field, the Union Ministry of Information and Broadcasting may take over the distribution of literature and information material, after consulting the Ministry of Community Development.

(vi) In the interest of effective publicity in Community Development areas in general and improvement in the number and management of the Information Centres in particular, the Conference emphasised the need for greater supervision and co-ordination between the Central and State Departments of Information/Publicity. In order to enable the State Publicity Departments to equip and supervise the Information

Centres better, the Conference recommended that the Union Ministry of Information and Broadcasting should have the existing publicity organisations of State Governments examined by a study team and thereafter strengthen them, if necessary, by providing appropriate assistance. The Study Team may also go into the question of effecting improvement in the running of Information Centres by ensuring the desired supervision and co-ordination through other alternative methods.

(vii) The field staff of the Development Department of the State Government should help in popularising the metrice system of weights and measures to be introduced. For this purpose, the services of S.E.O.'s and other members of the block staff should also be utilised.

## (15) Art and Culture

Proper emphasis on the subject of Art and Culture has not, so far, been given in our developmental activities. It is time that this subject is treated with due consideration in the light that the economic approach has been made to penetrate a little too deep in the lives of the village folk, with the result, that some of our traditional values which are prevalent in our rural India are fast fading out. The development of a community is not wholesome by providing merely food, shelter and clothing. People need to express their thoughts, feelings and emotions through creative activities and also learn to know one another while indulging in such activities. It is very disappointing to see that the artistic and cultural talent of rural India is either dying or migrating to the urban areas and thus monotony and drabness are being found in the villages. Human beings besides wanting to get their primary and basic needs, need recreation, joy and an uplift of their spirits which can only be provided through the proper revival of our art and cultural values in the rural countryside. This revival must be properly planned so as to give as much prominence to art and culture as we give to the economic and industrial aspects.

Moreover, it is imperative that we make a synthesis of our rural art and culture by bringing the urban values in the midst of the rural surroundings and *vice-versa*. This can only be done when the artists from urban surroundings are sent to the rural countryside to know the age old traditional values and *vice versa*. Such a project will provide fresh motivation and inspiration to the artists to see and know a wider perspective of life.

This subject will receive its due attention with the recent establishment of the Ministry of Culture at the Centre. Hence Art and Culture which have received inadequate attention so far must be brought to the fore-front to create an appreciation and propagate its role and value in the sphere of Community Development.

For example the artists, musicians, dancers, puppetiers, dramatists painters and sculptors all can contribute their mite towards the development of the community they live in. Each one has a role to play and each one needs encouragement. Some of these points may hence be taken up as a part of developmental work.

1. *Cultural Centre* :

(a) Cultural centres may be organised in village surroundings so as to provide healthier living to the village folk. The objective of such a centre would be to give opportunities to the people to channelise their thoughts, feelings and emotions in creative activities *i.e.*, dance,

drama and music (theatrical arts); drawing, painting, sculpture, toys and designs (plastic arts). The inhabitants will thus meet together on a common platform under the auspices of such a centre and have their daily recreation through folk arts. Establishment of this type of a centre will not only revive some of the traditional values in the arts but also encourage talented persons to pursue their career in the field of art of their choice.

(b) Exhibitions of creative works as found in the areas will be taken up by the cultural centres to create an appreciation of art activities.

(c) The centre should have an open-air theatre where all the cultural and artistic performances should be arranged from time to time.

(d) The centre may be organised through the finances contributed by the villagers and the block. It may, however, be run by the village panchayat, the village school teacher and the artists available in the area.

2. *Child Art:*

The children of to-day will be the artists and craftsman of tomorrow. They need to be encouraged to dabble in creative activities so as to express themselves and also appreciate colour, form and design, etc. Hence an organised effort may be made to initiate creative activities among rural children. For this purpose, it is suggested that such activities be organised with the help of the school teacher, who could be given orientation courses in the arts through the Directorate of Education. We have so far known child art exhibitions which are solely of the children from the urban areas. It should equally be the privilege of the children from the rural areas to learn and express themselves the same way. It is recommended that a child art exhibition in rural surroundings be organised with the help of the State Governments.

3. *Museums:*

In rural India, articles of beauty and perfection are found and these sometimes find a way to a rich collector's home or an urban museum with the result that these remnants which could be of educative value to the village folk for appreciative understanding or duplication are removed from rural surroundings. Besides, an organised body of knowledge on various subjects *i.e.*, agriculture, home science, animal husbandry, health, etc. etc. needs to be imparted to the village folk.

It is recommended that a museum be set up in a centrally located village in each block where the best collection of arts and crafts of the area and photographs, models, charts on subjects for which an appreciation and understanding is to be created may be lodged in a properly built house. The block personnel should arrange for Melas and visits of the people to these museums.

4. *Artists and Craftsmen:*

(a) Visits of the best artists and craftsmen available in the area may be arranged to other places of interest to give them wider outlook in regard to their work as well as life in general Expression, as is a well-known fact, becomes repetitive and monotonous unless new and fresh experience is perceived by the creative workers. These artists should be carefully selected and some of them could be sent for training to places where specialised knowledge and technical know-how is available.

To quote an example, some of the various schools of art are fast fading out; for example the Kangra paintings, Rajput paintings, South Indian bronzes, etc. etc. The artists who still are found working in such schools should be encouraged under State patronage schemes. Their works may be exhibited in the rural areas as well as in towns.

(b) It should be clearly understood that there is a distinction between a creative activity and an economic activity. We should encourage artists who are mainly working for creative expressions.

5. *Musicians, Dancers, Dramatists, etc.:*

Folk music, folk dance and folk dramatists need to be encouraged. It is highly desirable that regional publications on folk music, folk dances and folk dramas be brought out by the State Governments. The talented people may be sent under State schemes to different places for demonstrations and performances.

This programme of revival of arts and culture in rural India can only come about if we educate our workers in the field about the role and value of this subject in community life. For this purpose, it is desirable that the training centres should have a syllabus for creating an appreciation of arts while giving training to the field workers (*Vide* Annexure).

The State Governments may also consider to set up a department of art and culture at the State Headquarters which will ultimately push this programme in the rural areas.

## Annexure to Agenda Item I (15)

### Syllabus

| Topic | No. of lectures |
|---|---|
| (i) Pre-historic Art | 1 |
| (ii) Art from Mohenjodaro to Buddhist period | 1 |
| (iii) Golden period of Indian Art | 1 |
| (iv) Rajput and Moghal period in Indian Art | 1 |
| (v) Indian Art during the last century | 1 |
| Folk art and its salient features as distinguished from classical and modern art | 1 |
| Forms of folk art | 1 |
| (i) Dances and Murals. | |
| (ii) Sculpture. | |
| (iii) Designs: | |
| (a) Alpana | |
| (b) Rangoli | |
| (c) Hoi. | |
| (iv) Wood Carving. | |
| As far as possible, decorative value of designs like 'Rangoli' and 'Alpana' should be demonstrated to the Trainees while they are under training | |
| Creative indigenous crafts | 1 |
| (a) Horn carving. | |
| (b) Ivory carving. | |
| (c) Marble carving. | |
| (d) Metal relief and engraving. | |
| (e) Pith work. | |
| (f) Clay and papier mache toys. | |
| Folk dances | 1 |
| Folk music | 1 |
| Folk dramas | 1 |
| Rural stage and open-air theatre | 1 |
| While improvising a rural stage, resources and material may be harnessed and utilised as much as possible. | |
| Puppetry | 1 |
| Demonstrations of existing modes of manipulating puppets, *i.e.*, shadow, marionette and hand puppets—may be arranged as a part of practical training to supplement theoritical experience. | |
| Child Art | 1 |
| The role and value of child art and demonstration by organising creative activities and classes amongst rural children. | |

## Main Recommendations & Conclusions

1. The objective of Community Development being all-round development of the community, there should be adequate provision for catering to the needs other than the basic needs of food and clothing for uplift of the spirit of the rural people. This can be best provided by the revival of our traditional arts and cultural values in rural areas. In this connection the following recommendations were made :—

(i) One or more cultural centres should be set up in each block. These may be integrated with Community Centres or set up separately.

(ii) The objective should be to provide entertainment and encouragement to local arts as well as education.

(iii) Such cultural centres should be equipped with open air theatres.

This involved provision for capital expenditure as well as recurring expenditure for running the centres. It was suggested that a scheme should be evolved on a contributory basis to which the Ministry of Scientific Research and Culture should contribute both in respect of capital and recurring expenditure. These centres should be run by non-official bodies to be selected by the members.

2. *Child:* To encourage interest in art among children it was recommended that exhibitions of drawings and paintings by children should be organised in the blocks. Successful competitors, should be given small prizes. For giving them the necessary training, the services of teachers of local schools, local artists and craftsmen should be availed of. The local cultural centre may be actively associated in organising such exhibitions.

3. *Museums:* A museum should be set up along with the Information Centre of the block for purposes of exhibiting handicrafts and works of art of the local people. Efforts should be made to collect all valuable artistic products of the block. These exhibits may be conveniently taken to Melas or Exhibitions organised in the blocks.

For financing the expenses, a contributory scheme should be evolved by the Ministry of Scientific Research and Culture on the basis of contribution from local resources as well as aid from the State and the Centre.

4. *Artists and Craftsmen:* For encouragement of talented artists and creative craftsmen in a block, tours should be organised for them to places where they can profit by impact of new ideas and find opportunities for training at places where specialised knowledge and technical

know-how are available. It was suggested that such tours should be organised by the Education Departments of the States. It was also recommended that 1 to 2 per cent of the cost of construction of buildings in rural areas may be earmarked for decorating them with works of local artists.

5. *Musicians, Dancers, Dramatists, etc.:* It was suggested that folk music dance, and folk dramas should be encouraged and the various States may plan accordingly.

To educate the field workers on the role and value of folk arts and culture, it was recommended that provision be made for one or two extra curricular lectures on these subjects at the training centres for Village Level Workers and Social Education Organisers.

## II. TRAINING

### (A) INSTITUTIONAL

**Role of State Governments in regard to the training programme conducted by (a) Central Government (b) State Governments.**

(i) *Creation of a Machinery at State level for supervision and inspection of Training Centres.*

(ii) *Formation of Coordination Committee at State level.*

This Ministry has addressed a D. O. letter No. 12(101)/57-TG2 dated the 13th March, 1958 to all Development Commissioners regarding effective supervision, inspection and co-ordination of Training Programme at State level. A copy is enclosed for ready reference.

2. Replies so far received from State Governments indicate that the proposed scheme has found favour with them and that steps are being taken to implement it. The following points are, however, put forward for consideration at the Annual Conference on Community Development :

(a) whether any difficulties or problems are being faced in implementing the suggestions given in this Ministry letter referred to above,

(b) whether the proposed system admits of any modifications or improvements.

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A. PRAKASH, I. A. S.
Deputy Secretary

*Enclosure to Agenda Item II(A)* 1.

D. O. No. 12(101)/57-TG.2

GOVERNMENT OF INDIA

Ministry of Community Development

*Krishi Bhavan, New Delhi, March* 13, 1958.

Dear Shri

In Shri Mukerji's D. O. letter No. 18(12)/58-TG2, dated 11th February, 1958, the revised pattern of training being evolved has been communicated in detail. Under the new scheme, a number of new training centres will have to be started at convenient places in the country. As indicated in para. 4 of that letter, the State Governments will naturally have to play a much more active and useful role in implementing, co-ordinating and supervising the training programme in the States

than hitherto. For this purpose, a suitable machinery will have to be devised and set up at the State level. In this connection the following steps are suggested.

(1) Appointment of Directors of Training in all States with a clear definition of their functions and duties so as to squarely fix their responsibility with respect to the training centres in the State.

(2) Setting up at the State level of a Co-ordination Committee on training with the Development Commissioner as Chairman, Director of Training as Secretary and Heads of Departments concerned as Members. This Committee would review from time to time the working of the Training Institutions on the basis of reports of inspection furnished by its Members. It will have jurisdiction over all Training Institutions whether run by the State Government or the Central Government though supervision and maintenance of "disciplines" at these Centres will be the responsibility of the Departments dealing with these subjects. The Development Commissioner will furnish to the Central Ministries concerned periodical reports on the working of the Training Institutions and give suggestions for improvement.

(3) Making arrangements for inspection of Training Institutions by Advisers of this Ministry in respect of that part of training with which each is concerned. Besides, the institutions may also be inspected by a team of officers consisting of representatives of this Ministry and other Central Ministries.

2. The above suggestions will, no doubt, entail a good deal of supervisory and follow-up work of the Training Centres. While the administrative responsibility of these Centres will continue to rest with the sponsoring Ministry, the overall responsibility of inspection and improvement will be distributed and shared by all concerned, the intention being to involve the different Ministries, their Advisers and the organisation of the Development Commissioners and other State Departments into the Training Programme.

3. Concrete proposals for setting up a suitable machinery at the State level may now kindly be worked out by the Development Commissioners in consultation with concerned Heads of Departments and action taken intimated to this Ministry.

4. Receipt of this letter may kindly be acknowledgd.

Yours Sincerely,

(Sd). A. PRAKASH.

All Development Commissioners
(States & Union Territories).
(By Name)

(iii) *Sparing the services of competent State Officers for Instructors' posts.*

Four Development Officers' Training Centres and fourteen Social Education Organisers' Training Centres are functioning in the country. Out of these 3 Development Officers' Training Centres and 2 Social Education Organisers' Training Centres are being run directly by this Ministry while other Centres are being run as grants-in-aid institutions through the State Governments/private organisations. More Training Centres as per the scheme outlined in Shri Mukerji's D. O. No. 18(12)/57-TG2 dated 11-2-1958 (copy enclosed) are proposed to be set up under the reorganised training programme.

The Expert Committee on Training and COPP Study Team have laid great emphasis on rotation between the instructional and field staff at regular intervals. This will keep the training programme "Field-oriented". Rotation will be possible if the instructional staff is taken on deputation from the existing cadres of the State Governments and not from the open market. The Ministry of Community Development have already taken action to so revise their existing scales of pay as to make them more attractive to really competent officers. On the States has to lie the responsibility of making available the services of really competent and capable field officers who have special aptitude for teaching. In this connection, a separate letter has been addressed to the States asking for their recommendations.

The Conference may consider the following measures:

(1) State Governments should accord due priority and importance to the selection of instructional staff for the various training institutions run by the Ministry of Community Development and prepare a panel of names of suitable officers for each type of training;

(2) The Selection Committee constituted for the purpose may consist of the Development Commissioner, Heads of Departments concerned/any other officer of the State Government and a representative of the Ministry of Community Development;

(3) It is also for consideration what should be the normal period of deputation.

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*Enclosure to Agenda Item II (A)* 1.

No. 18(12)/58-TG. 2.

GOVERNMENT OF INDIA

MINISTRY OF COMMUNITY DEVELOPMENT

B. MUKERJI, I. C. S.,
Joint Secretary.

*New Delhi, February* 11, 1958.

My dear

Please refer to the last para. under "Study Team Report" of Minister's monthly letter dated 25-1-1958.

2. In order to enable the States to man their Blocks with trained personnel of various categories this Ministry has prompted, both directly and through other Ministries, a comprehensive programme of training for the aforesaid extension personnel. Experience during the last 5 years has, however, revealed certain deficiencies in the content, methods and pattern of training being imparted at present. Partly as a result of this experience and the thinking done in this Ministry and partly on the basis of the recommendations of the Expert Committee on Training and the Study Team on C. D. and N.E.S., it has been decided to bring about some fundamental and far-reaching changes in the existing training programme and to extend its scope so as to embrace all categories of development personnel, from the Development Commissioner at the top to the Village Level Worker at the bottom. The new pattern of training contemplated is briefly indicated below :—

(a) All Block Level extension officers including the Block Development Officers should receive orientation training together at common centres.

(b) Job training for each category of personnel should be arranged in specialised training institutions being run or to be run by the concerned Ministries.

(c) Refresher training be given to all Block functionaries as well as district heads of technical Departments concerned with Community Development.

(d) Establishment of a Training Centre to train all the Instructors, Principals, etc., of Training Institutions.

(e) Both administrative and technical key personnel including Collectors, Heads of Departments, Development Commissioners etc. should be afforded special facilities for study in Community Development.

(f) Redefinition of the role of Women Workers in Blocks. Provision of separate training facilities for women extension workers to equip them to discharge their new responsibility for work among women and children.

3. (a) *Orientation Training Centres:* It is proposed to convert the existing Development Officers' Training Centres into Orientation Training Centres as well as to set up new ones. At these Centres not only will Block Development Officers receive their job training and district level officers refresher training but also all Block Level Officers including Block Development Officers will go through a common course of Orientation training. The ultimate intention is that these Training Centres should become special wings of Administrative Training Schools already set up in some States and likely to be established in others. This fact, therefore, will have to be kept in view by the State Governments

while deciding the location of their Administrative Training Schools to be set up as well as of Orientation Training Centres. Apart from conversion of the existing 4 Block Development Officers' Training Centres, it is proposed to set up under this Ministry 4 or 5 new Orientation Training Centres during 1958-59. Location of the latter will depend among other things, on availability of facilities like existing suitable buildings, land, water and electricity, etc. The State Governments are requested to make specific offers to start such Centres.

(b) *Job Training:* As mentioned at (a) above, the job training of Block Development Officers will be conducted at the Orientation Training Centres. The duration will be 1½ month. The job training of other Block level functionaries will continue to be imparted in the respective training institutions run by different Ministries. As for Village Level Workers, a scheme for the integration of Basic Agricultural Schools with the Extension Training Centres is being worked out by the Ministry of Agriculture; and the new syllabus which is being formulated on a regional basis will combine both the job and extension aspects of training.

(c) *Refresher (Subject matter) Training:* To Block Level Extension Officers this training will be imparted in the respective colleges and subject-matter Training Centres. The Orientation Training Centres will, however, provide facilities for refresher training to district level officers and Block Development Officers. This will imply that the training of Group Level Workers at present being conducted by the Ministry of Agriculture will be given up.

(d) *Training of Key Personnel:* A Central Institute for study and Research on Community Development will be set up shortly. Officers of the status of Collectors, Heads of technical Departments, Development Commissioners and their deputies, Secretaries and other senior officers of Development Departments will be brought to this Institute for a period of about six weeks (4 courses per year) when they would be able to study the philosophy, objective and growing techniques of community development as well as other and allied subjects like rural sociology, public administration, etc.

(e) *Training of Trainers:* This Ministry is proposing to establish an Institute at Dehra Dun for training of Instructors and Principals of the proposed Orientation Training Centres, Social Education Organisers' Training Centres and Women Workers' Training Centres. The Principals of Extension Training Centres, Basic Agricultural Schools, Co-operative Training Centres, etc., will also be brought here for training. The training will be of 2½ months' duration. The Ministry of Agriculture is to convert the existing Extension Training Centres at Mashobra and Nilokheri for the purpose of imparting training to the Instructors of Extension Training Centres and Basic Agriculture Schools for integrated Training Centres).

(f) *Training of Women Extension Workers* : In collaboration with the Ministry of Education and Central Social Welfare Board, the question of separating the training of women extension workers from men Social Education Organisers is being considered. After a final decision is reached in the matter, some of the existing Social Education Organisers' Training Centres will be converted so as to cater to the training of women extension workers only. The duration of their training is likely to be 10½ months which will include both orientation and job training. A separate wing will also be attached to these training centres for imparting refresher training to women workers.

4. You will observe that the reorganised scheme of training outlined above is a comprehensive one. It embraces training of all categories of personnel directly engaged on or otherwise connected with the programme of community development. Necessarily therefore, the States will be called upon to depute a fairly large number of field workers of various categories every year for training in the institutions mentioned above. Every effort will be made to make this process of drawing out officers from the States for short periods as convenient and smooth as possible; but, for obvious reasons, the objective of imparting training to such vast numbers can be achieved only if the States extend their fullest co-operation in the various steps involved in the process. The assistance of State Governments will be required in more directions than one. For one thing our old request to the States to utilise the full training capacity at the various Centres will have to be reiterated more forcefully now as hereafter the numbers and categories of personnel involved will be much larger. Secondly, the Ministry would like to know immediately and in some detail what facilities like land, buildings, etc., any State Government can offer to enable us to decide upon the location of new Centres, particularly Orientation Training Centres. Thirdly, the State Governments will have to play a much more active and useful role in implementing, co-ordinating and supervising the training programme in the States than hitherto. For this purpose a suitable machinery will have to be devised and set up in each State. On this point, a separate communication will follow.

5. Kindly acknowledge receipt and communicate your considered views on the Reorganisation Scheme outlined above to help this Ministry to finalise and implement it at a very early date.

Yours Sincerely,

Sd./- (B. MUKERJI).

All Development Commissioners
(States & Union Territories).

(iv) *Utilisation of seats at Training Centres.*

At present there are four Development Officers' Training Centres and 13 Social Education Organisers' Training Centres (excluding Ranchi) functioning in the country. Their capacity per course is 200 and 910 (534 men and 376 women) respectively.

2. The capacity for training of Block Development Officers and Social Education Organisers has been worked out keeping in view the requirements of trained personnel up to the end of Second Plan Period. Experience has shown that the capacity at these centres is not being utilised in full due perhaps to following reasons :—

(i) Different pattern of staffing in NES & CD Blocks.

(ii) Dearth of women workers.

(iii) Non-recruitment of required number in advance.

(iv) Unwillingness of States to depute trainees to Centres located outside their Regions.

(v) Last minute surrenders.

It may be considered whether there are any other factors responsible for failure to utilise the full capacity of the Training Centres.

3. The Conference may discuss, among others, the following measures to meet the situation :—

(i) following the staffing pattern already laid down;

(ii) making terms and conditions of women workers more attractive;

(iii) recruiting required number in advance;

(iv) deputing trainees to Centres where seats are allotted; and

(v) keeping some trainees in reserve for last minute surrenders.

## Main Recommendations & Conclusions

(i) *Appointment of Directors of Training in States.*—The Conference emphasised the need for having a senior officer with knowledge of the community development programme and also having administrative experience (of the grade of Deputy Development Commissioner) to be in overall charge of all training programmes. There can be no objection if under this senior officer, one or two assistants are provided to be in charge of In-service Training Village Leaders' Training Camps etc.

(ii) *Setting up at State Level of a Co-ordination Committee.*—Such of the States as have not yet set up the State level Co-ordination Committee should make it a point to bring that body into existence as early as possible. A representative of the Community Development Ministry or the sponsoring Ministry should also be on this Committee as their presence will be of help in reviewing the working of the Central Institutions.

(iii) *Sparing the Services of Competent State Officers for Instructors' posts.*—The measures suggested in the agenda notes were accepted. The Conference, however, recommended that in the selection committee constituted for the purpose, the head of the Training Institution concerned may be co-opted as a member whenever necessary. It was also suggested that the Director of Training of the State Government or equivalent officer should be a permanent member of this Selection Committee.

As regards the period of deputation, the conference suggested that a period of 3 to 4 years would be appropriate. This was suggested in view of the fact that it takes some time (at least 6 months or so) for a new Instructor to get to know his subject and prepare himself for his duties in the teaching institutions. The Conference recommended that the same procedure for the selection of Instructors by a Committee and the period of deputation to the training centres may be adopted by the State Governments in respect of the institutions run by them.

While discussing the MCD letter No. 18(12)/58-TG2 dated the 11th February, 1958, regarding separation of the training of Women Extension Workers from men Workers, doubts were expressed as to the advisability of this separation. Since opinion on the subject was divided, the Conference decided to leave the matter for further consideration by the Ministry.

(iv) *Utilisation of Seats at Training Centres.*—The Conference emphasised the necessity of the State Governments adhering to the staffing pattern of NES/CD Blocks already laid down. It also urged, for the serious consideration of State Governments that terms and conditions of women workers may be made more attractive wherever feasible.

As regards the deputation of trainees to the training centres located outside their regions, there was no unwillingness really on the part of the States. But, among women workers like SEOs etc. there is some reluctance to go to an institution which is far away from their homes as they find it difficult to acclimatize themselves to new surroundings and perhaps higher cost of living.

The Conference felt that there should be a training reserve in the cadres from which BDOs and the Extension Officers are recruited to enable the deputation of officers for training being made without causing dislocation in the normal working of the Departments. The additional financial burden to the State Governments, on maintaining the training reserve may be shared by the Central Government.

## (2) Integrated Scheme of Training of V. L. Ws.

At the third Conference of Principals of Extension Training Centres and Basic Agricultural Schools held at Simla in June, 1956, it was recommended that:—

> "There should be integrated course for imparting training in basic agriculture and extension. The institutions should be integrated with the addition of Basic Agricultural Schools/Wings to Extension Training Centres and Extension Wings to Basic Schools."

It was felt that the introduction of an integrated course of 18 months will materially improve the quality of training, specially the job training of Gram Sevak trainees.

Chronologically, the Extension Training Centres were the first to come into existence. Soon after (1954), it was realised that the six months training in extension methods and other subjects was really inadequate and a course in basic agricultural subjects for at least a period of one year was essential before the six months training in extension methods etc. could be given. As such, the Basic Agricultural Schools/Wings came into existence subsequently. As the two institutions were conceived of at two different periods, the question of integration did not figure in our initial planning. The different institutions therefore were sanctioned and established according to facilities available with the State Governments and largely on the decision taken by them.

With the growing experience in the field of extension training in subsequent years, it was felt that in order to improve the quality of training, integration of the two courses—one year course in basic agriculture and six months course in extension methods and allied subjects—was very necessary.

The Expert Committee on Training as well as COPP team for the study of Community Projects and National Extension Service have also recommended the introduction of an integrated training courses for VLWs. The recommendation of the COPP is re-produced below :—

> "The principle of integration has been accepted in the training of Gram Sevaks but we found that in some training institutions this integration is assumed to be complete by merely grafting extension on basic agriculture. This, however, is not sufficient for our purpose. Integration must start from the beginning of the course with an integrated syllabus and integrated teaching. We feel that this question of integration should be discussed by Principals of all the Training Institutions sitting with the technical officers representing various aspects of the training. Only then can a real useful and correctly integrated syllabus be drawn up."

This recommendation of the COPP team was considered at a Joint Meeting held between the representatives of the Ministries of Agriculture and Community Development. After full discussion the meeting decided to accept the pattern of integrated training for Gram Sevaks, with one and a half years' course.

In the meantime, with the re-phasing of the expansion programme and consequent allotment of blocks up to October, 1963 the requirement of trained Gram Sevaks has materially changed. The statement appended indicates the approximate number of integrated institutions required state-wise. While attempting physical integration, those Extension Training Centres which have a Basic Agricultural Wing attached to them should naturally receive preference. The rest of the requirement in each State can easily be met by up-grading a few of the existing Extension Training Centres and Basic Agricultural Schools which have all the necessary facilities, such as, an Agricultural Farm etc. Keeping the above in view, the Directorate of Extension Training, Ministry of Food and Agriculture are working out the details of the principles and methods of such integration. The State Governments are also requested to work out the time schedule for an early implementation of this proposal. The Conference may consider how best the scheme can be implemented, what problems and difficulties are anticipated or have already arisen and how best they can be solved.

*Statement showing the number of integrated Institutions required*

| States | Total No. of VLWs required during II & III Plan till Oct. 1963 | No. of VLWs already trained Feb. 1958 | Balance to be trained by October 1963 | No. of integrated Institutions required @ 100 trainees for 1½ years | Number of existing Integrated Institutions | | No. of Institutions where integration has to be organised | No. of Institutions functioning separately which can be organised to run integrated course | |
|---|---|---|---|---|---|---|---|---|---|
| | | | | | Already integrated | Physical integrated easy | | Extension Training Centre | Basic Agricultural School |
| 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 | 9 | 10 |
| 1. Andhra Pradesh . | 4,470 | 1,962 | 2,508 | 6 | .. | 4 | 2 | .. | 3 |
| 2. Assam, NEFA & Manipur . . . . | 2,020 | 903 | 1,117 | 3 | .. | 2 | 1 | .. | 1 |
| 3. Bihar . . . | 5,750 | 3,517 | 2,233 | 16 | .. | .. | 6 | 4 | 8 |
| 4. Bombay . . . | 6,490 | 2,204 | 4,286 | 11 | .. | 3 | 8 | 5 | 1 |
| 5. Kerala . . . | 1,420 | 547 | 873 | 2 | .. | .. | 2 | 2 | 3 |
| 6. Madhya Pradesh . | 4,160 | 2,643 | 1,517 | 4 | .. | 3 | 1 | 2 | 6 |
| 7. Madras and ondicherry . . . | 3,600 | 2,900 | 700 | Ten Integrated Institutions already functioning. | | | | | .. |
| 8. Mysore . . . | 2,620 | 1,094 | 1,526 | 4 | .. | .. | 4 | 3 | 6 |
| 9. Orissa . . . | 3,070 | 1,259 | 1,811 | 5 | .. | 2 | 3 | .. | 4 |
| 10. Punjab . . . | 2,280 | 1,370 | 910 | 2 | .. | 2 | .. | .. | 1 |
| 11. Rajasthan . . . | 2,250 | 999 | 1,251 | 3 | .. | 2 | 1 | .. | 3 |
| 12. Uttar Pradesh . . | 8,990 | 3,905 | 5,085 | Twenty-four Integrated Institutions already functioning. | | | | | |
| 13. West Bengal, Tripura, and Andamans . . | 3,610 | 1,474 | 2,136 | 5 | .. | 1 | 4 | 3 | 5 |
| 14. Jammu & Kashmir . | 520 | 301 | 219 | One Integrated Institution already sanctioned. | | | | | |
| 15. Himachal Pradesh . | 340 | 301 | 39 | 1 | .. | .. | 1 | 1 | 1 |
| 16. Delhi . . . | 50 | .. | .. | .. | .. | .. | .. | .. | .. |
| Nilokheri . . . | .. | 531 | .. | .. | .. | .. | .. | .. | .. |
| GRAND TOTAL . | 51,640 | 25,910 | 26,211 | 62 | 35 | 19 | 33 | 20 | 42 |

# MINISTRY OF FOOD & AGRICULTURE
# (DEPARTMENT OF AGRICULTURE)

## DIRECTORATE OF EXTENSION TRAINING

SUBJECT :—*Integrated Scheme of Training of Village Level Workers.*

In their note on the above subject, the Ministry of Community Development envisage introduction of an integrated course of 18 months duration. Keeping in view the rephasing of the expansion programme of Community Development and consequent allotment of reduced number of blocks to various states during this plan period, the problem of trained VLWs, who may not be immediately absorbed, has been carefully examined by this Ministry. It is expected that with the existing training facilities, there will be about 12,000 more VLWs trained than actually needed by the end of 1958-59 even when the requirements of pre-extension blocks have been taken into account.

It is felt that the problem of surplus trained VLWs could be solved to a great extent, if the period of training is increased from 18 months to two years. This will be in conformity with the recommendations made by the various Committees appointed to review the training programme of VLWs. The observations of the COPP Study Team are very emphatic on this subject as reproduced below :—

> "There is a proposal to take 200 hours out of the present 18 months for imparting to the Gram Sevak some training in rural industries. We are doubtful whether such short training will be of any special use; but apart from this, the proposals we have made themselves require that the total period of training should be very much more than 18 months. The diploma course in agriculture is a two-year course, though admittedly there are a number of holidays and vacations and the boys do not always put in a full day's work according to current conceptions. We, therefore, suggest that the integrated course on the lines, indicated above, should be for full two years with, perhaps, a brief break in the middle but no long vacations; almost all the religious festivities should take the trainees right among the villagers, not merely to give them an opportunity to enjoy themselves but also to understand the rural atmosphere."

It is suggested that these recommendations should be implemented as speedily as possible not only to solve the problem of surplus trained VLWs but also to improve the quality and content of training.

On the basis of a two-year integrated course, the number of Institutions required to meet the demand of trained VLWs has been worked out and is given in the attached annexure.

It is also suggested that the 50 per cent of the Integrated Institutions in a State should start the courses in April and other 50 per cent in October with a view to synchronising the out-turn of trained VLWs with the opening of the blocks in April and October respectively. As an alternative, the possibility of having two batches of 50 trainees each with the courses starting in April and October in every training centre may also be looked into.

The Conference may accept the introduction of a two year integrated course and consider how best this scheme can be implemented.

*Statement showing the number of integrated institutions required (2 years basis)*

| State | Total No. of VLWs required during II & III Plan till Oct. 1963 | No. of VLWs already trained till Feb. 1958 | Balance No. to be trained by Oct. 1963 | No. of integrated institutions required @100 trainees for 2 years | No. of integrated institutions already available | Balance to be integrated | No. of places where physical integration feasible as ETC & BAS are at the same place | No. of places where integration has to be organised out of existing ETCs and BASs located separately | No. of Institutions functioning separately and physical integration not easy: ETCs | BASs | No. of institutions to be rendered surplus | No. of institutions to be added |
|---|---|---|---|---|---|---|---|---|---|---|---|---|
| 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 | 9 | 10 | 11 | 12 | 13 |
| Andhra Pradesh . | 4470 | 1962 | 2508 | 8 | .. | 8 | 4 | 4 | .. | 4 | .. | .. |
| Assam, NEFA Manipur . | 2020 | 903 | 1117 | 4 | .. | 4 | 2 | 2 | .. | 1 | .. | 1 |
| Bihar . | 5750 | 3517 | 2233 | 8 | .. | 8 | .. | 8 | 4 | 8 | 4 | .. |
| Bombay . | 6490 | 2204 | 4286 | 14 | .. | 14 | 3 | 11 | 5 | 1 | .. | 5 |
| Kerala . | 1420 | 547 | 873 | 3 | .. | 3 | .. | 3 | 2 | 3 | 2 | .. |
| Madhya Pradesh . | 4160 | 2643 | 1517 | 5 | .. | 5 | 3 | 2 | 2 | 6 | 6 | .. |

| | | | | | | | | | | | | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|
| Madras & Pondicheri . | 3600 | 2900 | 700 | 3 | 3 | .. | .. | .. | .. | .. | 7* | .. |
| Mysore . | 2620 | 1094 | 1526 | 5 | .. | 5 | .. | 5 | 3 | 6 | 4 | .. |
| Orissa . | 3070 | 1259 | 1811 | 6 | .. | 6 | 2 | 4 | .. | 4 | .. | .. |
| Punjab . | 2280 | 1370 | 910 | 3 | .. | 3 | 2 | 1 | .. | 1 | .. | .. |
| Rajasthan . | 8250 | 999 | 1251 | 4 | .. | 4 | 2 | 2 | .. | 3 | 1 | .. |
| Uttar Pradesh . | 8990 | 3905 | 5085 | 17 | 17 | .. | .. | .. | .. | .. | 7* | .. |
| West Bengal, Tripura & Andaman . | 3610 | 1474 | 2136 | 7 | .. | 7 | 1 | 6 | 3 | 5 | 2 | .. |
| Jammu & Kashmir . | 520 | 301 | 219 | 1 | 1 | .. | .. | .. | .. | .. | .. | .. |
| Himachal Pradesh . | 340 | 301 | 39 | 1 | .. | 1 | .. | 1 | 1 | 1 | 1 | .. |
| Delhi . | 50 | .. | .. | .. | .. | .. | .. | .. | .. | .. | .. | .. |
| Nilokheri . | .. | 531 | .. | .. | .. | .. | .. | .. | .. | .. | .. | .. |
| | 51640 | 25910 | 26211 | 89 | 21 | 68 | 19 | 49 | 20 | 43 | 34 | 6 |

**N.B.*—Out of 10 integrated institutions in Madras and 24 in U.P. already functioning, 7 institutions in each of these States will be rendered surplus.

# SYLLABUS FOR BASIC TRAINING IN COMMUNITY DEVELOPMENT (MAY, 1958)

## ABSTRACT

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| B. Understanding of the village situation | 17 |
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| 3. Historical growth of national—in it | 2 |
| 4. Post-freedom problems—session | 1 |
| 5. Our constitution and—Principles | 2 |
| C. Understanding the Community Development Programme | 32 |
| 1. Principles, philosophy—Nilokheri | 2 |
| 2. Principles of Community—Community | 1 |
| 3. Need for Social and—Planning | 2 |
| 4. Features of the—Two plans | 2 |
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| 6. Brief accounts of —Programmes | 1 |
| 7. Need for a comprehensive—Programme (a to o) | 22 |
| D. Principles and Philosophy of Extension as Applied to Community Development | 20 |
| 1. Principles and philosophy of—leaders | 2 |
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| 3. Development of an understanding | 1 |
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| (ii) Determining and—targets | 1 |
| (iii) Preparing a plan—(k) Educative | 2 |
| F. Group Mobilisation and Community Organisation | 11 |
| (i) Human relations—in outlook | 1 |
| (ii) Importance and role—people's servants | 1 |
| (iii) Democratic decentralisation—Development | 1 |
| (iv) How to co-ordinate—(vii) Others | 2 |
| (v) How special drives—occasions | 1 |
| (vi) Encouragement of local leadership | 3 |
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| | No. of talks |
|---|---|
| G. Bhoodan and Gramdan—Development | 3 |
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| 2. Economics of Bhoodan—(ii) Farming | 1 |
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| 1. Principles and practice—division of labour | 3 |
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| 3. Difficulties in—to help themselves | 1 |
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| I. Evaluation | 6 |
| 1. Need for Evaluation | 1 |
| 2. Principles of Evaluation—Organisation | 1 |
| 3. Reports of Programme Evaluation Organisation | 1 |
| 4. Techniques of Evaluation—Collected | 1 |
| 5. Place of Surveys—Overall Surveys | 1 |
| 6. Need for self-evaluation—centres etc. | 1 |
| TOTAL | 108 |

J. Practicals—

| | |
|---|---|
| (a) Stay in villages | 6 days |
| (3) To use and—as villages | 27 days (one hour each) |
| (b) Organising and conducting a seminar | 4 days |
| (c) Preparing text literature | 27 days (one hour each) |
| (d) Group Discussions | 15 hours |
| (e) Recreational and cultural activities | 15 hours |

SYLLABUS FOR BASIC TRAINING IN COMMUNITY DEVELOPMENT

(One and a half months' Course—45 days)

| | |
|---|---|
| Sunday and Holidays | 6 days |
| Arrival | 1 day |
| Departure | 1 day |
| Village Practicals | 6 days |
| Seminar and Symposium | 4 days (including one Sunday) |
| Classes | 27 days (27×4=108 periods of one hour each) |
| TOTAL | 45 days |

| | |
|---|---|
| Manual work (One hour each) | 27 days |

## Syllabus for Basic Training in Community Development

**I. Preamble** 5 talks

The main purpose of imparting this basic training in Community Development is to ensure that all the functionaries, who have to work at the block level, get a common understanding of the objectives, methods and ways of measuring progress of the Community Development Programme. The objectives of the programme have recently been re-defined as follows :—

"To promote the all-sided development of the village community, including their economic, political, social, cultural and moral developments; in particular,—

(a) to develop a spirit of community life among the people by promoting cooperation and mutual sharing, leading ultimately to voluntary community ownership of the basic means of production, such as land, and fulfilment by the village community of responsibility for the welfare, employment and livelihood of all its members,

(b) to make the village self-sufficient, in the primary needs of life, such as food, clothing and shelter and to promote the development of each village along with the development of the local area of which it forms part, and

(c) to develop self-reliance in the individual, and initiative in the Community so that the people are able to manage and run their affairs themselves and make the village self-governing units of the larger Indian democracy."

Six years of experience of the programme has confirmed that the methods of Community Development must be those of extension education. This method jointly with the programme that is being undertaken should promote the objectives stated above. In the scheme of extension education the approach has to be made through the *village family* and the *village community.* Put in more concrete terms the task is to—

A. Encourage, motivate and assist *village families* to develop

and execute individual farm and home plans which will
increase agricultural production,
improve housing, sanitation, nutrition,
improve incomes and general living conditions.

B. Encourage, motivate and assist *village communities* to build up effective panchayats, cooperatives, schools and voluntary adult and youth organisations, so that they can help plan and execute programmes which will

1. Improve village agricultural production, credit and marketing facilities,
2. Improve village health services and practices,
3. Improve educational facilities and quality of education, and raise the status and economic well-being of the village teacher,

4. provide employment opportunities for the landless labourers and those with small holdings who can at best be only partly employed on the land,
5. motivate all people to work together without regard for caste, creed or status, in a continuous effort to rebuild as "Images of India" all its villages.

These objectives should be constantly before those who present this basic training course. They should be the constant focus of each development worker, whether administrative or technical, as he takes this course, and as he goes back to work for the advancement of India's rural people.

It should be apparent that if the staff trained in community development is successfully to help the Nation realise these objectives, it follows logically that in all training and all work in the field the *emphasis* must be placed on the village family and the village community.

It also follows logically that the progress and achievements of community development must be *measured* against these objectives. We can measure and judge the success of our training and performance in community development only by asking how well are we helping the *village family* and the *village community* to assume an increasing responsibility in planning, organising and executing programmes for continuous growth—economically, socially and culturally.

We have at all times to keep our training, our efforts, our thinking, our tests of performance, fixed upon these goals.

**II. A. Understanding the need, aim and objectives of the basic training.** 3 talks

(1) Block Development Officers' Role:

(a) as an extension worker—understanding its methods and techniques,

(b) as a programme planner,

(c) as a programme executive,

(d) as a coordinator,

(e) as an evaluator,

(f) as captain of team.

(2) Social Education Organisers' Role:

(a) as an organiser of communities for all programmes,

(b) as a member of the team.

(3) Extension Officers' Role:

(a) as an extension worker,

(b) as a technical expert,

(c) as a member of team,

(d) as an executive of specific programme.

(4) Village Level Workers' Role:

(a) as an extension worker—versed in techniques and methods of extension,

(b) as an organiser of communities,

(c) as an educator,

(d) as a reliable and efficient agency of quick communication between people and subject-matter specialists,

(e) as a member of team—with status and responsibility.

**B. Understanding of the village situation** 17 talks

1. *Economic* . . . . . . . . . . . 6 talks

(a) The characteristics and problems of underdeveloped economy—Why is our economy regarded as under-developed—Two sector economy of our country—Rural and Urban sector, subsistence and organised sector, Public and Private sector—Agricultural and Industrial sector. Problems of "arrested growth—Poverty in the midst of plenty"—Strategy of the Plan. 1 talk

(b) Our resources—agricultural, forest, animal, mineral, power and human resources. 1 talk

(c) Land Economics—Man and the Soil—Its relationship of Plant Husbandry (Agriculture) and Animal Husbandry for balancing country's agricultural economy. Land and Land-man ratio. 2 talks

Rural indebtedness—Its causes and cure, debt—legislation, land legislation—Features and forms of rural credit—Measures taken to control debt—incidence—Control of money lenders, Land alienation Acts—Debt conciliation measures—Agricultural Finance Committee and Rural Credit Survey Committee recommendations—Rural credit and Reserve Bank of India. Land Tenure and Land Reforms—Fragmented and scattered holdings—Advantages of consolidation operations and land reforms.

(d) Agricultural unemployment and under-employment—Role of Village Crafts and Cottage Industries Leisure—Time activities—Low productivity of agricultural labour—Agricultural labour and landless labour—Causes of inefficiency of labour—Findings of Agricultural Labour Enquiry Committee 1951. Large industries and urban drift—Utilisation of leisure—Amenities in rural areas. Deficit agricultural economy—Low purchasing power of rural population adding subsidiary occupations to increase purchasing power—Undue attachment to land and excessive importance given by th community to possession of land resulting in p ople being unwilling to change over to more economic occupations. 1 talk

(c) Our village and agricultural economy and its characteristic features—Importance of agriculture in our National and Rural economy; pressure of our growing population and excessive cattle on land—Land utilisation statistics—Average gross and net cropped and irrigated area per block, and per agricultural family. Self-sufficiency in food. High priority to this in Block activities. Inadequacy of forests and pastures; importance of self-financing and self-help schemes in agricultural development. Occupational distribution of population. Livelihood patterns according to 1951 census. Standards of living—Population problems and available land resources—Family planning, importance of price structure and need to rationalise and stabilise prices for sustained production. — 1 talk

2. *Social:* ... ... ... ... ... ... ... 6 talks

(a) Rural Society—Its structure and problems—Villages in ancient India—The Village environment—The rural personality—The village community—Its distinguishing features—Regional characteristics—Group relations, caste system, customs and traditions, manners, social evils, superstitions—rural family, joint family system—sense of common pride, insult, success or failure—concept of community Rural and Urban Societies—how to preserve their desirable features. — 1 talk

(b) Folk life and culture—Ethical & social values in folk life—Religion & society—festivals, music, art and drama, place of women & children—Tribals and Scheduled Castes—Social Institutions and voluntary organisations in village communities and their influences. — 1 talk

(c) Salient features of rural psychology and behaviour patterns—Basic urges of man—Urge of new experience—Urge for response, urge for recognition, urge to aid, urge for fair treatment, urge for freedom, urge to be creative characteristic features of rural mind. — 2 talks

(i) Emotionality as against rationality
(ii) Suggestibility as against suspiciousness
(iii) Imitativeness as against assertiveness
(iv) Group loyalty as against devotion to forms
(v) Adherence to tradition as against changeability
(vi) Creativeness as against pragmatism
(vii) Artistic as against devotion to forms
(viii) Religiousness as against scepticism

Vices springing out of these :—

(i) Lack of foresight
(ii) Imprudence
(iii) Credulousness

(iv) Conservative
(v) Emmobility
(vi) Liability for exploitation
(vii) Complexes—unresolved conflicts.

Virtues springing out of them—
(i) Appreciates sincerity
(ii) Is apt to adopt a thing which is convincingly beneficial that is why demonstrations are effective
(iii) Is amenable to group work

(d) Cultural trends in Indian History—Religion ethics, social values—Unity of fundamental concepts—Importance of character and moral standards in folk culture aesthetic sense. 2 talks

3. Historical growth of national movement—Struggle for independence—non-violent approach—Satyagraha—Importance of means to ends. 2 talks

4. Post-freedom problems of the country—Social—Political—Economic—Sovereign Democratic Republic—Growth of the idea of socialistic pattern of society—Concept of a welfare State. 1 talk

5. Our constitution and its salient features—It is a rational analysis of our urges—Fundamental Rights—Directive Principles. Emergence of the Community Development idea from Directive Principles. 2 talks

**C. Understanding the Community Development Programme** 32 talks

1. Principles, philosophy and genesis of the Community Development Programme—Its objectives and scope—A Programme of social change through its distinguishing features—Extension—Community Development. How does it differ from area and amenities development—Multi-purpose concept and integrated approach to a totality of programme. 2 talks

Factors involved in bringing about a change in the outlook of the people—Imparting information by various means of communication—The emotional appeal—Psychological building up of a congenial atmosphere—People's organisations *vis-a-vis* activity programme.

2. Principles of Community Organisation and Community Development: 1 talk
(a) Understanding the Community—its social structure.
(b) Understanding the needs of the Community
(c) Recognition of dignity of every individual member of the Community.
(d) Change in attitudes of people
(e) A Programme of continuous Education
(f) Leader-follower patterns

(g) Programme based on felt needs

(h) Developing unity in community by reducing social stratifications and group tensions.

(i) Voluntary Participation

(j) Self-help and continuous internal motivation

3. Need for Social and Economic Planning—Socio-economic planning in India. — 2 talks

Democratic planning—Critical appreciation of planning in India. National, regional and block plans. Plans for village and individual families.

4. Features of the First and Second Five Year Plans. — 2 talks

The objectives of the First and Second Five Year Plans—How formulated Patterns—Priorities in the two plans—Targets under the two plans. Important projects under the two plans—The achievements of the 1st Plan.

5. Brief account of previous experiences in village development work in India—and their contribution to the concept, approach and content of the community development programme. — 2 talks

(a) Sarvodaya—Sevagram

(b) Sriniketan—Dr. Tagore

(c) Martandam—Dr. Spencer Hatch

(d) Gurgaon—Mr. Brayne

(e) Rural Development work done by various States

(f) Grow More Food campaign—Findings of the G.M.F. Enquiry Committee.

(g) Experiments at Etawah and Nilokheri.

6. Brief accounts of rural development programmes outside India and their pattern. Reports of U.N. — 1 talk

(a) China

(b) Israel

(c) Japan

(d) Mexico

(e) Scandinavian countries

(f) U.S.A.

7. Need for a comprehensive and achievable programme for the block, village & the family—Minimum programme under each head. — 22 talks

(a) Agriculture—Factors in improved agricultural production—Programmes and targets. — 5 talks

(i) Scope for increased production; wide disparities in yields in the same village; limitation of resources in the case of small farmers and landless agriculturists; need for farm planning when resources are limited;

importance of self help schemes in the improvement of agriculture; how the agricultural development is hampered because of lack of supplies and services.

(ii) *Improved Seeds :* Their use, multiplication and distribution; village as a self-supporting unit for improved seeds, registered growers, seed multiplication farms, role of cooperatives and people's agencies in multiplication, collection and distribution of improved seeds; continuous renewal of seed, roguing and treatment of seed against diseases; distribution of seed as a relief operation versus improvement operation.

(iii) *Manures and Fertilisers:* Role of organic manures and phosphates in improving soil fertility; self-help programmes in green manuring and composting; use of human and cattle urine and night soil; methods for improving the quality of farm-yard manure and compost. Special role of fertilizers under Indian conditions, nitrogenous, phosphatic and potash fertilizers and liming. Fertilizer mixtures, bone meal, blood meal and oil cakes.

(iv) *Improved Implements:* Role of improved implements and how each of the improved implements reduces the labour or power or betters the timing or the operation; ploughs, harrows, seed drills, bund formers, puddlers, rotary hoes, threshers, winnowers, chuff cutters, Persian wheels, Egyptian screw and pump.

(v) *Better Cultivation Methods:* Japanese method of paddy cultivation, U.P. method of wheat cultivation, improved method of jowar cultivation, growing of hybrid maize intensification of cropping and mixed cropping.

(vi) *Better Water Utilisation:* Wise use of water for irrigation, need for proper manuring and good cultivation. Cropping Schemes to utilise the irrigation water fully, distribution and rotation of water, sowing in compact Blocks for better water utilisation, methods of irrigation, size of beds and frequency of irrigation. Role of community in maintaining irrigation works and water distribution channels, minor irrigation works, wells, tanks, bunds and tube-wells. Capacities of different water lifts.

(vii) *Land Development :* Soil conservation, bunding, dry farming methods, drainage, reclamation of waste, alkaline and acid lands; improvement of pastures; wood land and timber plots.

(viii) *Reduction of Hazards:* Roles of irrigation and better fertility in reducing the fluctuations in yields of crops. Reduction of hazards from floods, frost diseases and pests Illustrative examples of good plant protection measures for the control of principal diseases and pests (Please see item C also). Prevention of damage due to wild animals, cattle, monkeys, birds and vodents.

(b) Animal Husbandry—Breeding, feeding and management of livestock—Problems of cattle in India—Development of poultry, sheep, pigs and fish raising in village tanks. 1 talk

(c) Plant Protection—Economics of Plant Protection measures in terms of their effect on yield—Measures for controlling major pests and diseases. 1 talk

(d) Irrigation—Planning for full utilization—Wastage, seepage and leakage—Water rates—Maintenance of minor irrigation works. 1 talk

(e) Soil erosion—Soil Conservation—Afforestation—Pastures and crops and their inter-relationship—Dry farming practices—Cactour strip cropping. 1 talk

(f) Cooperation—Its concept—Its scope and significance in India's planned development. Cooperation, a people's movement. Educational processes involved in its promotion. Principles and practice of cooperation—Cooperation as a way of life—Cooperation in Community Development. The seven principles of cooperation *viz.*, 3 talks

(i) Democratic Association—open membership (one vote for member and not per share and no proxy voting);

(ii) Voluntary participation;

(iii) Local autonomy;

(iv) Equitable autonomy—return of net savings on the basis of amount of patronage;

(v) Mutual motivation—cash market prices;

(vi) Universal application—limited interest on capital—accounts accurately kept and audited and members regularly informed;

(vii) Evolutionary education—education in cooperative methods and principles.

Kinds of Cooperatives—Their inter-relationships—Cooperatives, Panchayats and Village Schools—Their relationship.

(g) Panchayats—Their place, importance and role in Community Development Programme—Panchayats and other organisations in the Village—Functional leaders not only in a general way but specifically in each facet of the programme—How to promote the growth of Panchayats—How to augment the resources of Panchayats. Training of Sarpanchas, Mukhyas and Members of Panchayats. 2 talks

(h) Village and Small Scale Industries—Their importance and role in Community Development Programme—Industrial Policy—large and small-scale Industries—the public and private sector—Economics of a few important industries—Problem of marketing—self-sufficiency. 1 talk

(i) Education and Social Education—Role of School Teacher in Community Development. Concept of Social Education—Objectives of Social Education—Its role 2 talks

in Community Development. Community organisations—Methods for their promotion—Their importance to Community Development.

(j) Village programmes for Women and Children—Difference in approach to them—Psychological processes involved in dealing with them and their problems—Emphasis on improvement of Home and family life. Welfare Extension Projects—Central Social Welfare Board—its structure and organisations as well as activities—(a) Bal Mangal and Bal Sevas. — 1 talk

(k) Village Youth Programmes—Their importance and methods of organisation—Organising rural youths and communities :— — 1 talk

(a) Background, need and objectives of youth organisations.

(b) Youth Organisations in Foreign countries *e.g.* 4-H Clubs in United States of America, Folk High Schools of Denmark, Future Farmers of America.

(c) Principles underlying youth organisations.

(d) Pattern of youth organisations—

Auxiliary Cadet Corps

National Cadet Corps

Provincial Education Corps

Scouts and Girl Guides

(e) Body—consciousness in the organisations.

(f) Programme of work for youth organisations.

(g) Incentives.

(h) Training of Youths.

(i) Coordination with other voluntary organisations.

(l) Tribal Welfare—Their problems—The way of approach to them—Problems of Scheduled Castes and other Backward Classes and their welfare. — 1 talk

(m) Public Health and Sanitation—Birth rate and death rates—Family Planning—Levels of living—Food habits—Dietics and nutrition—insanitary habits of living—Incidence of diseases. — 1 talk

(n) Communications—Public support in terms of contribution—Shramdan on roads—its value.

(o) Housing—Rural housing—low cost housing.

(p) Information and Publicity—How to organise public opinion—Its value and need—How to take a visitor round.

**D. Principles and Philosophy of Extension as Applied to Community Development—National Extension Service—Organisation and Techniques :** 20 talks

1. Principles and philosophy of Extension work—Extension work in other countries—its development in India—its multi-purpose concept and character—Extension with emphasis on agriculture but covering all aspects of rural life. Extension through local leaders. Qualities of an extension worker—Correct kind of aptitude and attitude. Abounding faith in work, human sympathy, devotion to duty, integrity of purpose, unlimited patience. Resourcefulness, organising capacity, Reliability, capability for hard work, technical knowledge, understanding about the job and clarity of objective, tactfulness, intellectual curiosity and willingness to learn, imagination, endurance and physical stamina for hard work and adjustibility. Duties of a Social Education Organiser and his relationship with Block Development Officer and the technical expert. 2 talks

2. Organisational set-up of Extension Service in the country— 1 talk

(a) At the Centre

(b) At the State Level

(c) At District Level

(d) At sub-divisional Level

(e) At Block Level

(f) At Village-group and village level.

Diversity of administrative set-up in different States.

3. To develop and understanding among all functionaries engaged in Community Development Programme about their respective roles and the need for having a team spirit in performing them. 1 talk

4. Extension methods, media and techniques of approach to rural society. 16 talks (33 practicals)

(a) Direct contact (individual, group, community and mass). 1 talk

(b) Working with village people and developing village group—action by developing an :— 2 talks

(i) Approach to group through group discussion. Technique of organising group discussions.

(ii) Approach to mass through conferences and seminars. Methods of conducting conferences and seminars and how to make them fruitul and effective.

(iii) Approach to groups and community through village leaders, seminars and camps.

(iv) Approach to community and mass through medium of existing village fairs, melas, religious festivals, village marketing, educative rural exhibitions, etc., Technique of organising them.

| | |
|---|---|
| (c) Principles involved in preparation and use of the following for educative purposes—Their features and uses for effective education.<br>(i) Graphs<br>(ii) Charts<br>(iii) Maps<br>(iv) Flash-cards<br>(v) Flannel-graphs or Khadigraphs<br>(vi) Posters<br>(vii) Film-strips<br>(viii) Photographs<br>(ix) Films<br>(x) Tape-records etc., etc. | 2 talks<br>10 practicals |
| (d) Use of literature | 1 talk |
| (e) Organising study tours of staff and villagers. Need to see specific programmes and activities. | 1 talk |
| (f) Organising recreational and cultural programmes. Developing an understanding about rural stage. Rural Theatre and Dramatics—Their importance and effectiveness as means of steady and sure informal education. | 1 talk |
| (g) Use of specimens, models and exhibits. | 1 talk |
| (h) Principles involved in use of techniques and media such as :— | |
| (1) Demonstrations—How to do them well and get the best of them—Common mistakes. | |
| (i) Method demonstration | 1 talk |
| (ii) Result demonstrations | 2 practicals |
| (2) One—act plays<br>(3) Shadow plays<br>(4) Dramas | 1 talk<br>3 practicals |
| (5) Group discussions | 2 talks<br>(15 practicals) |
| (6) Bhajans<br>(7) Keertans | 1 talk<br>2 practicals |
| (8) Participating in feasts etc. | 1 talk |
| (9) Non-projected aids, like puppets, cartoons, pictures, etc. | 1 talk<br>1 practical |

**E. Planning Programmes:** 4 talks

(i) Survey—Framing of a questionaire—Different kinds of survey. Procedure to be adopted in collecting and processing data—Psychological factors involved. 1 talk

(ii) Determining and assessing felt needs and priorities in consultation with village people and fixing of realistic targets. 1 talk

(iii) Preparing a plan of work—Principles of Programme Planning—Planning in discipline of resources—Its processes—Finding facts, ascertaining needs and priorities, recognising resources, working out plan of action, organising local leadership—local management as well as effective follow-up and evaluation. 2 talks

Qualities of a good plan.—

(a) Democratic
(b) Educative
(c) Realistic—Practical and workable
(d) Precise and definite in objectives
(e) Flexible and Dynamic
(f) Thorough in details
(g) Comprehensive
(h) Well coordinated, properly integrated and balanced
(i) Well phased and systematic
(j) Self-propelling and self-generating
(k) Measurable in targets

**F. Group Mobilisation and Community Organisation :** 13 talks

(i) Human relations and group development: 1 talk

(a) Characteristics of group—understanding behaviour patterns of groups.
(b) Leadership in groups.
(c) Group goals, objectives and standards.
(d) Motivation in groups—identifying problems.
(e) Cohesiveness in groups.
(f) Conflicts in groups.
(g) Decision making in groups.
(h) Achieving change in outlook.

(ii) Importance and role of people's participation or initiative in programme planning execution. 1 talk

(a) What is people's participation?
(b) Why is people's participation necessary to have?
(c) How to secure people's participation—A factual study of difficulties in securing people's participation on the basis of experiences of the last five years and how to meet them?

(d) How to sustain it after it has been secured?
(e) Relationship between people, people's representatives and people's servants.

(iii) Democratic decentralisation and Community Development—Evaluation of—

(a) Block Advisory Committees . . . . 1 talk
(b) Recommendations of COPP Team . . . 1 talk

(iv) How to coordinate and tap the resources of and revitalise the existing agencies in the Block or outside such as :— 2 talks

(a) Local self-government institutions like :—
 (i) Gram Panchayats
 (ii) Union Boards
 (iii) Sanitation Committees
 (iv) Municipalities
 (v) Local Boards and District Councils.

(b) Official and semi-official agencies like :—
 (i) Cooperative Banks, Credit Cooperative Societies. Multipurpose Cooperative Societies, Marketing Societies and Cooperative Unions.
 (ii) Land Mortgage Banks and Grain Banks.
 (iii) Reorganised Educational Institutions.
 (iv) Others.

(c) Voluntary Organisations like:
 (i) Bharat Sevak Samaj
 (ii) *Ad-hoc* bodies like Vikas Mandals or Gram Mandal Samities where statutory bodies like the Panchayats are yet to be set up.
 (iii) Education Societies
 (iv) Kasturba Trust Workers
 (v) Ramakrishna Mission Workers
 (vi) Religious and charitable associations
 (vii) Redcross.

(v) How special drives and campaigns like Shramdan, Health or Education week, small savings, campaigns etc., can be organised in harmony with the leisure patterns of the community or in conjunction with some important National and Social or Religious occasions. 1 talk

(vi) Encouragement of local leadership . . . . . 3 talks

1. Objectives and need of organising leadership in villages—Organising functional village leaders—Agriculture, Animal Husbandry and Minor Irrigation Panchayats, Cooperation and Village Communication—Village Industries and Rural Housing—Education, Social Education, Public Health and Sanitation—Women's Programme. 1 talk

2. Organisation of functional village leaders: camps— Points to be considered:— 2 talk

(i) Selection of suitable leaders—progressive farmers

(ii) Number of leaders

(iii) Selection of site

(iv) Duration

(v) Time of holding camp

(vi) Accommodation arrangements

(vii) Mess arrangements

(viii) Exhibition—Improved implements
Insecticides and Plant
Protection equipment
Manures of different kinds
Fodders of different kinds
Improved seed etc.

(ix) Demonstrations

(x) Programme of Camp

(xi) Entertainment

(xii) Schedules of recommendations

(xiii) Follow-up programme

(vii) Organising School Teachers' Camps—Appreciation of their potentiality to work as powerful supporters of Village Level Workers. Need to orientate them and train them in new skills and techniques. 1 talk

(viii) Organising adult teachers' Camps—To utilise them as nuclei of Community Development work. 1 talk

**G. Bhoodan and Gramdan—Relationship with Community Development:** 3 talks

1. Historical Development and its objectives: 1 talk

(a) Growth of Bhoodan Movement, Its history

(b) The land problems in India, their solution

(c) Bhoodan as an educative process enabling masses to understand and practice Sarvodaya.

(d) Comprehensive aspect of Bhoodan—complete social revolution leading to the establishment of a society free from exploitation and coercion, *i.e.*, to Sarvodaya.

2. Economics of Bhoodan :— 1 talk

(i) Economy of sharing, as against acquisitive economy; present conception of private property and Bhoodan.

(ii) Fragmentation of holdings, cooperative and collective farming.

3. Social Dynamics and Bhoodan:— 1 talk

(i) Violence, legislation and persuation as means of social transformation—Raj-shakti, *vis-a-vis* Lok-Shakti.

(ii) Importance of purity of means—Bhoodan as an effective movement to demonstrate the Practicability of the same.

(iii) Bhoodan, as an approach to the solution of the economic, social and political problems of India.

**H. Team Work and Administrative Coordination:** 7 talks

Securing collaboration among the staff and to develop inter-departmental understanding, cooperation and co-ordination in order to overcome departmental rivalries and the tendency of having narrow compartmental outlook.

1. Principles and practice of administrative-co-ordination— 3 talks

(A) 1. The Principle of authority—

(a) Unity of command

(b) Stability or continuity of command

(c) Independence of command to make authority operate or function.

2. The Principle of obedience and discipline
3. The Principle of duty and interest
4. The principle of responsibility
5. The principle of division of labour
6. The principle of coordination
7. The principle of separation or speciality
8. The principle of hierarchy
9. The principle of equality.

(B) Instruments of administration *e.g.*—Words of command direction or order and the written word—books, manuals, reports etc.

(C) Methods of administration—

(a) Initiative

(b) Programme of action:

(1) Unity of programme
(2) Continuity of programme
(3) Time schedules
(4) Flexibility of programme

(c) Finance as a contributing factor

(d) Direction

(e) Execution—Activity—its essential forms—generality, continuity, promptitude energy. Chief Processes of execution—

1. Watching the execution of the programme

2. Establishing a single, competent and vigorous direction.
3. Procuring a competent personnel defining its powers and activities.
4. Formulating decisive, clear, exact, precise directions.
5. Unifying and coordinating actions and efforts.
6. Encouraging initiative and responsibility in subordinates.
7. Rewarding adequately efficient service.
8. Ensuring that individual interests are subordinate to the interests of the work or action.
9. Ensuring discipline, preventing faults and errors.
10. Eliminating the abuses of the methods of work in Administration.

(D) Methods of Control—

(a) Financial

(b) Administrative.

(E) Methods of work—

(a) Division of labour

(i) Horizontal division of labour

(ii) Vertical division of labour

(iii) Territorial division of labour.

2. Pattern of Welfare and Service administration— 1 talk

(a) Ample Service

(b) Adequate Service

(c) Timely Service

(d) Continuous Service.

3. Difficulties in effecting administrative coordination— 1 talk

(a) Departmentalism—Group loyalties

(b) Ego and varieties of individuals

(c) Hierarchical levels

(d) Nature of work—strategy lies not so much in working as an individual but in helping others to help themselves

(e) Place of instructions.

4. Techniques and methods— 2 talks

(a) Staff meetings—how can they clean cobwebs in duties—indoctrination.

(b) Consultation of technical experts—status of experts.

(c) Vertical and horizontal integration—inner-democratisation.

(d) Fruitful adjustment in use of transport

(e) Block Advisory Committee meetings

(f) Group Discussions—Technique of conducting them

(g) Appreciation of mutual help and understanding each others position and place in team.

(h) Need for giving a status to Village Level Worker

(i) Need for ensuring easy flow of ideas from below and above—inviting suggestions from field, allowing problems to be thrown up from field.

Need for ensuring equitable distribution of benefits of the programme to all villages and all sections of population—Weightage for under-developed areas and classes of population in the block.

**I. Evaluation:** 6 talks

1. Need for evaluation . . . . . . . 1 talk

2. Principles of Evaluation—Different types of Evaluation—quantitative and qualitative Evaluation, Subjective factors—need of having objectivity of attitude in evaluation—Efficiency audit. 1 talk

3. Reports of Programme Evaluation organisation and similar reports—Programme Evaluation Organisation and its set-up major objectives of this Organisation in terms of the objectives of Community Development Programme. 1 talk

4. Technique of Evaluation of blocks, village and family plans—maintenance of basic information and administrative intelligence for evaluation. Need for reports and returns—Functions of Statistics—information and intelligence and its interpretation. Target consciousness—Statistics and administration—Exactitude in collection and arrangements of facts—Difficulties in securing this :— 1 talk

(a) Insufficiency of means and sources of information.

(b) Methods of collection—Providing for sensitiveness and ignorance of those.

(c) The fluidity of facts to be recorded.

(d) The prejudices and preconceived notions of those who collect information and also those from whom it is collected.

5. Place of Surveys— 1 talk

(a) Bench Mark Survey

(b) Ad-hoc Surveys

(c) Overall Surveys

6. Need for self-evaluation—its use as a corrective force for personal efficiency :—

(a) Evaluation of one's own work

(b) Evaluation of the work of one's colleagues

(c) Evaluation of the work of Village Level Workers

(d) Evaluation of the work and cooperation of voluntary agencies.

(e) Evaluation of the response of people

(f) Evaluation o the interest of people in maintaining things —roads, community centres etc. 1 talk

**J. Practicals:**

(a) Stay in villages (stress on actual participation in the village programmes) 6 days

1. To acquaint them with various methods a Gram Sevak and an extension worker in the block team employ in village work, the difficulties are overcome by providing necessary facilities and guidance to them and Gram Sevaks.

2. To organise and conduct a Camp for functional local leaders.

3. To use and employ extension techniques and, if possible, prepare different extension aids in Training Centre as well as villages. 27 days

(b) Organising and conducting a seminar . . . 4 days

(c) Preparing text literature . . . . . . 27 days (1 hour each)

(d) Group Discussions . . . . . . . 15 hours

(e) Recreational and cultural activities . . . . 15 hours

## LIST OF REFERENCE BOOKS FOR STUDY

COOPERATION :

1. Co-operative Problems of India by Shri Mahesh Chand.
2. Rural Progress through Co-operation.
3. Co-operation in Theory and Practice by K. C. Palta and others.
4. All India Rural Survey Report Vol. I and II.

INDUSTRIES :

1. A. questionaire for the Survey of Village Industry by Dr. J. C. Kummarappa.
2. Cottage Industries and Agriculture in Japan by Shri Chaman Lal.
3. Report on Small Industries in India—Industrial Planning Team—Ford Foundation.
4. The Ambar Charkha in every village by S. K. Kalapur.
5. The economics of Khadi.

PUBLIC ADMINISTRATION :

1. The role of administrator—Past, Present and Future by A. D. Gorwala.
2. Apple-by-Report on Public Administration in India (A survey and assessment) by Iqbal Narain.
3. Public Administration and Economic development by W. R. Natu.
4. Problems of Public Administration in India by B. B. Majumdar.
5. The Essential of Public Administration by E. N. Gladden.
6. An introduction to Public Administration By E. N. Gladden.
7. An introduction to the study of Public Administration by L. D. White.
8. Principles of Public Administration by S. R. Nigam.

MISCELLANEOUS :

1. Guide to Community Development by Dr. Douglas Ensminger.

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## UTILISATION OF EQUIPMENT BEING PROCURED FOR EXTENSION TRAINING CENTRES

Under the Indo-American Technical Co-operation Assistance Programme, the Directorate of Extension Training has been procuring equipment under operational Agreement No. 7 "Agriculture Home Science Extension and Training" for the various Extension Training Centres, Basic Agricultural Schools and Home Science Wings in operation in the various States. The original Agreement was signed in 1952

and five supplements have since been executed thereafter. Equipment worth $ 8,45,000 round has been provided in the various agreements and equipment worth $ 7,01,000 has already been received and distributed among the various institutions. The main items of equipment are transport, Audio Visual Aids, Agricultural Implements, Horticulture and Dairy equipment and equipments for Home Science, etc.

An use evaluation report on the utilisation of this equipment has since been received from the Technical Co-operation Mission and that indicates that in a number of cases the equipment supplied so far particularly Agriculture implements and books have not been put to their proper and full use. In some cases the equipment is still lying at the headquarters of the State Government unutilised. In a few cases duplication of equipment has also been noticed.

The understanding with the Technical Co-operation Mission authorities has all along been that where the agreement is not implemented in full without prior approval of the Technical Co-operation Mission, Technical Co-operation Mission would be entitled to ask for a refund of the money involved. Accordingly during recent months a large number of claims have been advanced by the Technical Co-operation Mission in respect of various agreements, to the Ministry of Finance. It is suggested that ways and means may be considered to avoid such claims and to ensure full utilisation of the equipment in future. It may be mentioned in this connection that ultimately proper utilisation rests with the State Governments or the ultimate consignees.

(O. D. GARG)

DEPUTY DIRECTOR OF ADMINISTRATION,
DIRECTORATE OF EXTENSION TRAINING

(2) *Integrated Scheme of Training of Village Level Workers*:

The Conference accepted the proposal for the introduction of the two years integrated course. Those who are under training and have not completed $1\frac{1}{2}$ years course should complete two years course. Gram Sevaks who have received $1\frac{1}{2}$ years training and have experience of field work of over 6 months, should undergo a supplementary training course of 3 months in one of the training centres that will be rendered surplus due to the rephasing of the community development programme. For Gram Sevaks who have only done the 6 months extension course, but who have at least two years experience in the field, it will be sufficient if they undergo a supplementary training course of 6 to 9 months.

In order to ensure that there is no dislocation in the work of the blocks State Governments should arrange for the supplementary training course for these Gram Sevaks according to a phased programme. The cost of this further training may be shared by the centre.

**(3) Policy and Procedure Regarding the Selection of Block Development Officers.**

This Ministry have addressed a letter No. 3/7/58-TG2, dated the 12th February, 1958 regarding policy and procedure relating to the selection of Block Development Officers. A copy is enclosed for ready reference.

2. Replies from States have been received which indicate that in a majority of them this procedure is already being followed with some slight variations only.

3. The Conference may consider whether the procedure suggested by this Ministry is acceptable in principle and may review the steps already taken by the State Governments to implement the recommendations. Difficulties experienced or likely to be experienced by the State Governments in this regard may also be discussed.

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IMMEDIATE

*Enclosure to Agenda Item II(A)* (3)

No. 3(7)/58-TG-2

GOVERNMENT OF INDIA

MINISTRY OF COMMUNITY DEVELOPMENT

*New Delhi, February* 12, 1958.

From

Shri B. Mukerji, I.C.S.,
Joint Secretary to the Govt. of India.

To

The Development Commissioners/Chief Commissioners,
All State Governments/Administrations.

SUB.—*Policy and Procedure regarding the selection of Block Development Officers.*

Sir,

I am directed to invite your attention to CPA letter No. CPA/165/53, dated the 18th September, 1953, in which the policy and procedure regarding the selection of B. D. Os was laid down.

2. The instructions contained in the above quoted letter have generally been followed by the State Governments keeping in view the local circumstances. Some State Governments recruit B. D. Os from their junior administrative cadre, some by promotion of suitable subordinate officers of different departments like Revenue, Agriculture, Cooperation, Animal Husbandry, Rural Reconstruction, Gram Sevaks and Social Education Organisers and some through direct recruitment. In this connection, the Study Team for the study of CP/NES appointed by the COPP has stated as under :—

"A much debated question is whether the Block Development Officers should form a separate cadre or a pool of officers drawn from different cadres. Arrangements vary in the different States but the consensus of opinion seems to be, (and we agree with it), that it would be best to enlarge the junior administrative cadre to include all Block Development Officers' posts, to ensure that at least 75% of this cadre is recruited directly by open competitive examination and to provide that 25% of the cadre can be filled by promotion from various junior cadres such as officers of the cooperative, panchayat and revenue departments and the social education officers' cadre wherever it is not merged in any Education Department cadre. Officers recruited directly from the open market should be posted as Block Development Officers after their initial training and before they have spent more than two or three years in the revenue department so that they, are not imbued with what is known as the revenue bureaucratic spirit".

3. The above recommendations of the COPP has been considered by this Ministry and they agree with it in principle. If it is accepted by the State Governments, the arrangement will be in keeping with the objective of transforming the existing administrative services into development services. This will also provide apportunity to the subordinate officers of the Development Departments to get promoted to the junior administrative cadre by establishing their suitability for holding the post of B.D.Os. These officers, if found fit as B.D.Os. will be eligible to get promoted to the junior administrative cadre or alternatively they may get promoted to superior posts in their parent departments.

4. It is proposed to place the above recommendation of the COPP before the National Conference on Community Development or staff meeting of the Development Commissioners for a decision. Meanwhile the State Governments are requested kindly to consider the above recommendation and furnish this Ministry with their views at a very early date.

Yours faithfully,

(Sd.) B. MUKERJI,

*Jt. Secretary to the Govt. of India.*

**Supplementary note on Agenda item II(A)(3)—from Government of Madhya Pradesh**

*Whether Block Development Officer should form a separate cadre or a pool of Officers drawn from different cadres ?*

In order to decide this question, it is necessary to take a decision as to how the N.E.S. pattern is going to be absorbed in the General Administrative Structure. It is still uncertain and undecided whether N.E.S. blocks would continue as administrative unit for only development work with Block Development Officer as the head of development team in, more or less, the present form or whether the size of the Tahsil will be made coterminus with N.E.S. block with Tahsildar as the head both for Revenue and Executive and development functions or whether the Block Development Officer will work as Naib—or Additional Tahsildar under the overall supervision of Tahsildar. The question regarding the propriety or otherwise of combining regulatory with developmental functions at the block level has been discussed several times in various seminars and conferences including the Development Commissioners' Conference, but no definite decision has been taken. The general view taken at these Conferences was that each State should try to work-out its own administrative structure.

## Main Recommendations & Conclusions

The Conference expressed general agreement with the proposals of the COPP Team regarding recruitment and selection of BDOs. The implementation of this recommendation, which is already under the consideration of the State Governments, may, however, await the final conclusions of the State Governments, especially in regard to the percentage of open market recruits and promotions from the cadre of Extension Officers and Social Education Organisers. It was emphasised that no separate cadre for BDOs should be created by the States and that IAS & PCS officers should actually work as BDOs for one year as a part of their normal field training. The Conference recommended that the Ministry of Community Development should once again address the State Governments explaining their views including the points brought out above more fully so as to help evolve a uniform system of recruitment of BDOs.

## (4) Proposal to Grant Scholarships to Gram Sevaks to Improve their Career.

The proposal to grant scholarships to Gram Sevaks to improve their career was referred to the Development Commissioners of all the States and Administrations *vide* Ministry of Community Development letter No. 28(36)/56-TG. 2, dated the 9th January, 1958, together with a note giving some of the points arising out of the proposal. A copy of the circular letter and the note is attached.

2. The proposal is acceptable to most of the States who have expressed their willingness to participate in the proposed scheme. Some of the States are still considering the proposal and working out the details. The salient points which require consideration are as follows :—

(a) Whether there should be any relaxation in regard to the minimum educational qualifications prescribed for admission to the higher course in Agriculture. Animal Husbandry or any other subject in which the Gram Sevaks show special aptitude ?

(b) What should be the minimum period of service to make the Village Level Worker eligible for consideration for the scholarship ?

(c) Whether the period of training should be for the whole period of usual training or any weightage should be given to the Village Level Worker for his service and thereby reducing the period of training ?

(d) What should be the amount of monthly scholarship ? Whether there should be an uniform rate or it should vary from State to State in regard to the hostel and other expenditure of the training in a particular State/institution ?

(e) Whether the Trainees should be allowed to draw full salary in addition to the scholarship or the amount of salary should be reduced ? Whatever may be the decision in this case, the amount of salary will have to be paid by the State Governments.

(f) Whether this training should be imparted at the Rural Institutes or Agricultural/Animal Husbandry Colleges, etc.

**No. 28(36)/56-TG-2**

GOVERNMENT OF INDIA

MINISTRY OF COMMUNITY DEVELOPMENT

*New Delhi, January* 9, 1958.

From

Shri Abid Hussain, I.A.S.,
Under Secretary to the Government of India.

To

The Development Commissioners/Chief Commissioners of All State Governments and Administrations.

SUB.—*Gram Sevaks—Proposal to grant scholarships to improve career.*

Sir,

Of late, it has been felt that the really good and promising V.L.Ws. who have done good work in the villages should have opportunities to rise further by being given higher education in Agriculture, Animal Husbandry or any other subject for which they show special aptitude. The experienced. V. L. Ws. will bring with them an intimate knowledge of rural problems which will be an asset to the training institutes and the Employing Departments. The Ford Foundation are prepared to consider the provision of about 100 scholarships for this purpose provided a suitable scheme of training is worked out.

2. In this connection, I am directed to on reverse forward herewith a note giving some of the points arising out of the issue, which may please be considered and the views of the State Government/Administration, communicated to this Ministry as early as possible. It is also proposed to discuss the matter in details in the meeting of the National Development Council expected to meet in New Delhi sometime in February, 1958.

A very early reply will be greatly appreciated.

Yours faithfully,

(ABID HUSSAIN)

*Under Secretary to the Govt. of India.*

## MINISTRY OF COMMUNITY DEVELOPMENT

It has been felt that the really good and promising V. L. Ws. who have done good work in the villages should have opportunities to rise further by being given higher education in Agriculture, Animal Husbandry or any other subject for which they show special aptitude. The experienced V.L.Ws will bring with them an intimate knowledge of rural problems which will be an asset to the training institutes and the Employing Departments. The Ford Foundation are prepared to consider the provision of about 100 scholarships for this purpose provided a suitable scheme of training is worked out. In this connection the following points are for consideration by the Development Commissioners :—

(1) Only those V.L.Ws. should be eligible for the scheme who fulfil the basic qualifications prescribed for the entrants to the training institutions approved by the State for the purpose. In some States Matriculates are admitted to the Agricultural Colleges and in other States I. Sc. passed with prescribed subjects are admitted. The concerned Universities will be requested to consider the feasibility of allowing credit, say for a period of about 12 months, in view of the agricultural training already undertaken by the V.L.Ws. Could this consideration be initiated by the Development Commissioners? Pending this consideration we may proceed on the assumption that no concession will be allowed.

(2) Should the selected V.L.Ws. be deputed for training on deputation terms or should be given the scholarship and half the salary during the period of his absence on study ? What should be the stipend? At most of the Agricultural Colleges, the students will have to spend not less than Rs. 75 per month. Since the V.L.Ws. may have other commitments giving him half his salary in addition to the stipend would be justified.

(3) It is suggested that a V.L.W. who has put in less than 2 years' work in field should not be eligible for selection. The total number of stipends admissible to a State will be in proportion to the Blocks sanctioned for the State. The selection of the V.L.Ws. should be on merit and will be done by a Committee consisting of Development Commissioner, Director of Agriculture and Director of Education and a Deputy Secretary from the Ministry of Community Development. There should also be perhaps arrangements for preliminary weeding out of the applicants and for this purpose, if necessary, similar Divisional or District Committees may be appointed.

## Main Recommendations & Conclusions

The Conference discussed the papers circulated containing the proposal to grant scholarships to Gram Sevaks to improve their careers and recommended :—

(a) There can not be any relaxation in regard to the minimum educational qualifications normally prescribed for admission to degree courses in Agriculture, Animal Husbandry, etc. A special diploma course of a suitable duration may be prescribed for Village Level Workers having adequate field experience. The diploma course may be so drawn up as to enable those who obtain the diploma to enter the University for taking their regular degree at a later date.

(b) When attending the diploma course there should be a uniform rate of scholarship of Rs. 75 per mensem. This will be in addition to the salary drawn by the Gram Sevak for the reason that he will have to run a separate establishment to maintain his dependents. The cost on account of the stipend should be borne by the Centre while the salary as usual may be borne by the State Governments.

The higher education may be imparted at the University Colleges concerned where adequate facilities already exist.

### (B) Non-Institutional

## (1) Gram Sahayaks' Training

(i) *Audio-Visual Aids* :

A vital part of the functional Gram Sahayaks' Training is to convince them about the economic advantages which will flow from the application of scientific techniques, methods and practices in the solution of their daily problems. "Seeing is believing with the villagers". Therefore, the Instructor can satisfactorily get across his recommendations to the trainees only by way of talking points, supported by audio-visual aids, such as films, posters, photographs, models, graphs, pamphlets, etc., besides holding demonstrations in the fields.

Several Directorates in the States like the Directors of Agriculture, Animal Husbandry, Public Instruction, Social Welfare (Backward classes, Harijans and Tribals), Publicity & Information, Registrar of Cooperative Societies, etc., have audio-visual equipment and some of the Directorates have also vans. There are also Publicity Units with vans working in the States under Field Publicity Officers (Central). Some of the aids are also being sent to the States by the Central Ministries. It is felt that all the available aids and vans are not being utilised fully in the service of these functional camps.

It is for consideration whether it is not advisable and feasible, at the state level, to compile a comprehensive and complete list of the available audio-visual aids in all the Departments for the guidance of all concerned. If so, which Department may be entrusted with this responsibility and that of periodically bringing such lists up-to-date ?

Would it not be necessary to locate this equipment in the Districts for facilitating its co-ordinated and effective use by the Block officials? If so, what are the recommendations to achieve this purpose?

(ii) *Involvement of District Officers* :

It is primarily the responsibility of the subject matter specialists at the Block-level to impart the training in respect of their subjects, in the various functional camps, with the active assistance, support and guidance of their District, Regional and State Officers. In September 1957, the Extension Officers in Agriculture and Social Education were given special training in the various Extension Training Centres in the States or at other specially arranged camps, to prepare in writing, a practical synopsis of the course, with reference to things produced or reproducible in the localities, for the training of the Sahayaks. Is it not advisable that new incumbents of these posts and fresh entrants in the subsequently sanctioned Blocks are similarly trained to prepare a synopsis, in special camps, under the guidance of their District or Regional Officers ? It is appreciated that it is not possible for the District or Regional Officers to participate in all camps. Obviously,

the success of the programme requires that these officers should be fully involved in it and are familiar with the abilities and limitations of their Extension Officers, so that they can guide them, especially, those who are recently posted to the Blocks and who are yet to gain sufficient practical experience in the field and self-confidence. Whenever District Officers participate in the camps and observe certain weak or good features, would it not be advisable for them to issue circular instructions to their Extension Officers for the technical strengthening of the programme ?

Can they not also ensure that their Extension Officers get the written synopsis up-to-date with the experience they gain after holding the camps successively ?

The Conference may formulate other similar recommendations for fully involving the District Officers in this programme.

(iii) *Follow-Up Programme* :

The essence of the functional camps rests on the follow up activities. The objectives of the programme and the methods by which they can be achieved have been stated in the Manual on Village Leaders' Training Camps published by the Community Development Ministry.

In its letter No. 2(19)/58-TG-1, dated the 5th February, 1958 addressed to the Development Commissioners, the Ministry of Community Development drew their attention to the importance and urgency of establishing Farmers' Clubs or Mandals where they do not exist and to foster their growth where they do exist.

The conference may review the follow-up arrangements made in the States and the extent to which these objectives are being achieved. It may also make further recommendations to implement this vital programme.

(iv) *Periodical Publication of a Bulletin in Regional Languages*:

There has been a popular demand for a forum for a discussion on the vital facets of this important programme by the workers in the field and also to spotlight good and weak features of the camps and the follow-up activities in all the States for the guidance and encouragement of the staff. The Ministry of Community Development has accepted this suggestion and proposes to shortly publish a Bulletin, in English, once a quarter. It is felt that the purpose of the Bulletin will be served fully only when the V.L.Ws, Gram Sahayaks, Members of the Block and District Advisory Councils and the non-official workers are also familiar with the practical working and results of this programme on the ground throughout our country. Therefore, it is for consideration whether State Governments would publish similar Bulletins in the regional languages. Besides the matter contained in the English Bulletins, the States may include other items of interest for the furtherence of this Programme.

(v) *Progress of Gram Sahayaks' Camps :*

The Sixth Development Commissioners' Conference recommended in April, 1957 the holding of functional Village Leaders' Training Camps in the 'Agriculture' group of subjects. The Ministry of Community Development accepted the proposal. After holding experimental camps in June and July, 1957, it conducted two Orientation Camps in August and September, 1957, when the Directors of Inservice Training and Youth Programmes and an Instructor from each of the Extension Training Centres from the States, who are to provide the overall guidance in the implementation of the scheme, participated in them. The Extension Officers for Agriculture and Social Education who are to bear the principal responsibility for running these camps have been specially trained for this purpose by the States at the Extension Training Centres or at some specially arranged camps. These officers have prepared their synopsis in writing in consultation and with the fullest assistance of the staff of the Extension Training Centres and District, Regional and State Officers. The Ministry of Community Development published a Manual explaining the (i) philosophy and objectives, (ii) organisational details, (iii) syllabus, and (iv) follow-up activities of this scheme and distributed 60,000 copies to the concerned officials in the States for their guidance. In October, 1957, the scheme was launched in all the States. The following is a statement, state-wise, of the number of camps held and the number of Gram Sahayaks trained from October, 1957 upto 31st January, 1958 :—

| Serial No. | Name of the State | No. of Gram Sahayaks' Training camps held | No. of Gram Sahayaks traine |
|---|---|---|---|
| 1 | 2 | 3 | 4 |
| 1 | Andhra Pradesh | 423 | 20,042 |
| 2 | Assam | 212 | 7,912 |
| 3 | Bihar | (Information awaited) | |
| 4 | Bombay | 740 | 22,321 |
| 5 | Jammu & Kashmir | nil | nil |
| 6 | Kerala | 101 | 5,195 |
| 7 | Madhya Pradesh | 550 | 23,778 |
| 8 | Madras | 64 | 3,806 |
| 9 | Mysore | 171 | 4,782 |
| 10 | Orissa | 118 | 5,468 |

| 1 | 2 | 3 | 4 |
|---|---|---|---|
| 11 | Punjab | 142 | 6,363 |
| 12 | Rajasthan | 212 | 9,508 |
| 13 | Uttar Pradesh | 109 | 4,762 |
| 14 | West Bengal | (information awaited) | |
| 15 | Delhi | 17 | 1,272 |
| 16 | Himachal Pradesh | 5 | 168 |

By and large, this scheme has now dug itself into the ground.

The conference may review the qualitative assessment of these training camps, the extent to which the objectives are being achieved, the reactions of the Sahayaks and the villagers to this programme and what further steps are necessary to strengthen the programme in the running of the camps and the implementation of the follow-up activities ?

(vi) *Programme for the next year* (1958-59) :

The duration of the present series of camps in the 'Agriculture' group of subjects is from October, 1957 till the close of September, 1958. The remaining four groups of subjects are as follows :—

(i) Panchayats, Cooperation and Village Communications.

(ii) Village Industries & Rural Housing.

(iii) Education, Social Education, Public Health and Sanitation.

(iv) Women's Programme.

It is presumed that all the States will complete the holding of these camps in the 'Agriculture' group of subjects by September, 1958. If so, it is for consideration whether the next series of camps may be started in the second group of subjects and if so, from what date ?

## Main Recommendations & Conclusions

(i) *Audio-visual Aids* : In most States, these aids are inadequate. State Governments may consider the need of augmenting them and producing suitable and simple items in consultation with the field workers. To the extent practicable, audio-visual equipment should be located at the district headquarters under the control of the Collector for facilitating its coordinated and maximum effective use.

(ii) *Involvement of District Officers* : Besides constant guidance and technical support, the District Officers should ensure that their Extension Officers bring the written synopsis up-to-date on the basis of experience they gain at each successive camps. Problems of cultivators which come to light at the camps should also be taken up for solution as part of the "follow-up" activities.

(iii) In view of the number of publications being already fairly large it would not be desirable to issue a separate bulletin from the Centre on the Gram Sahayak's Camps but every quarter a portion of the 'Kurukshetra' should be devoted to high-light this programme. States may issue in regional language bulletins containing matters of local interest in addition to taking such portions of 'Kurukshetra' as may be useful to them.

(iv) Since the camps for the agriculture group would be phased so as to spread over about eight months in a year, States may consider the desirability of having just before the commencement of every agricultural season, a short one-day camp where practical items relating to the programme of the coming season could be taken up to secure maximum benefit for the production programme. Items costing nothing but which can be of wide application, *e.g.* (i) contour strip cropping, (ii) eradication of weeds at the flowering stage, and (iii) saving in consumption of cow dung as fuel, should be propagated through mass campaigns as they would greatly help the cause of increased production.

Camps in agriculture group of subjects should continue for one year more before new subjects are taken up. Fresh groups of Gram Sahayaks should be trained in these camps.

## (2) Orientation Training of Village School Teachers

(i) *Administration* :

(a) At a meeting of some Development Commissioners, Education Secretaries and Directors of Public Instruction of the States held at Delhi in April, 1957, the following decision was taken :—

"It was suggested to the Conference that the Administration of the scheme should be appropriately entrusted to the Education Departments of the State Governments. They will be given all assistance by the Development Commissioner and his agency and the actual implementation will be through the Block Organisation as at present contemplated. All agreed to this suggestion."

The Ministry of Community Development has accepted this decision as communicated in its letter No. 4(6)/57-TG, dated the 28th May, 1957. The scheme for the orientation training of Village School Teachers should be, therefore, run by the Education Department. It is presumed that the Education Departments have taken up the responsibility for this activity in all the States in order to evoke the full enthusiasm on the part of the village teachers, to impart an integrated and purposeful programme and to supervise effectively their follow-up activities. If this is not the position in any State, what are the special difficulties in the way of its doing so ?

(b) It is also a matter for consideration whether supplementary arrangements can be made for imparting orientation training to these teachers in the several Teachers' Training Schools in the States. What are the recommendations in this behalf ?

(c) An integral part of the scheme is that the camps should be fully equipped with training aids for which each Peripatetic Team has been sanctioned Rs. 5000. But, it is found that the utilisation of the amount under this provision is generally slow. What are the special difficulties in the full and prompt utilisation of this provision ?

(ii) *Syllabus* :

Among the important subjects included in the course of this training are First Aid and Scouting and Guiding.

(a) Some States are conducting the full course of lectures in First Aid with the cooperation of the St. John's Ambulance Association of India and their Directors of Medical Services and award Certificates. For instance, a shortened course for one month with eight lectures (the prescribed course being eight lectures in two months) is being held in Madras with the special concurrence of the Secretary, All India St. John's Ambulance Association, at New Delhi. The District Medical Officer deputes two doctors; one to deliver the lectures and the other to examine the candidates. The successful candidates are being awarded St. John's Ambulance Certificates. Will there be any difficulty in the adoption of this practice by the remaining States ?

(b) Is scouting being imparted to the trainees in all camps and are certificates issued to the successful candidates ?

(iii) *Correlation of Training with teaching*:

Teaching the village childern is the primary function of the village teacher. Consistent with this, the intention of the orientation training is to so equip the teacher with information and knowledge as will create in him an outlook which will enable him to prepare the people, especially the youth in the villages, to play their role, with understanding, in the development of the village. The teacher is expected to integrate the new knowledge and skills acquired by him in the training course in his actual school work also. For this purpose, it was requested in this Ministry's letter No. F. 3(47)/56-Trg. dated 19-1-1957 that the State Education Departments should issue suitable instructions for the guidance of the teachers.

(a) Have necessary instructions been issued by the Education Departments for integrating the knowledge and skills acquired by the village teachers in the training camps in their actual school work ? If so, what are they ? If not, when will it be done ?

(b) To what extent are these instructions being followed ? Are there any difficulties in following up these instructions ? If so, what are they and how best can they be overcome ?

(c) Are there any proposals for improving the content of such instructions?

(iv) *Follow-up* :

(a) An important part of the programme is the follow-up activities. The content of this programme and its supervision require serious consideration.

(b) One State is thinking of holding a seminar of the teachers who have undergone this orientation training in order to formulate a practical follow-up programme.

Generally, the following are the types of activities which the teachers have decided to undertake on their return to the villages :—

1. To organise Special Service Leagues in the school in order to attend to items like sanitation, training in queue system, maintaining a school garden, making a compost pit, holding cultural competitions, raising kitchen gardens, organising a school cooperative and a library.
2. To organise village youth for constructive, cultural and recreational activities—group discussions and development activities, staging folk dances and other programmes, adult education classes, inter-village tournaments and matches, organising shramdan parties at least once a month.

3. To practise improved methods of cultivation in the teachers own lands.
4. To form Parent Teacher Association, etc.
5. To be in close touch with the Gram Sahayaks and to help them in the implementation of their individual and group-projects and extension work in the village.

What are the further recommendations on the content of the follow-up activities ?

In several States, instructions regarding supervision of the follow-up activities are yet to be issued. The Inspectors and officers of the Education Department (including the S. E. Os) should themselves participate in these camps for a few days in order to be familiar with the syllabus and objectives of the camps, so that they may supervise effectively the follow-up activities. The conference may make recommendations regarding the supervision of these follow-up activities.

(v) *Delegation of financial powers* :

Generally, the peripatetic team works under the immediate control, supervision and guidance of the Headquarters Deputy Director of Public Instruction. The financial arrangements to draw and disburse the amounts to the Teams appear to vary from State to State. In one State, the bills prepared by the Team have to be sent to the Headquarters Deputy Director of Public Instruction for his scrutiny and then, he in turn, has to send them for the counter-signature of the Additional Development Commissioner, before they can be got encashed. Some of the Teams have no imprest amount. Some members of the Teams have not got their T. A. Bills sanctioned for over six months. It is also said that the maintenance charges bills could not be settled even before the close of the camps. It is for consideration what would be an expeditious and satisfactory financial arrangement to draw and disburse the amounts under this scheme.

## Main Recommendations and Conclusions

*Administration* :

(a) Education Departments of the States which have not yet done so, should take over orientation training of teachers as early as possible.

(b) The Education Departments of State Governments should consider the desirability of utilising the Teachers' Training Schools during vacations for running short orientation training courses for school teachers. The possibility of using other institutions for this training may also be considered. Ultimately peripatetic training will have to be substituted by institutional training. One possibility may be to attach the peripatetic parties to some existing institutions, including Extension Training Centres in States which may have been rendered surplus because of the staggering of the programme.

*Follow-up* :

It was agreed that the following types of activities should be undertaken by the teachers on their return to the villages :—

1. To organise Special Service Leagues in the school in order to attend to items like sanitation, training in queue system, maintaining a school garden, making a compost pit, holding cultural competitions, raising kitchen gardens, organising a school co-operative and a library, organising tours of different types.
2. To organise the village youth for constructive, cultural and recreational activities—group discussions and development activities, staging folk dances and other programmes, adult education classes, inter-village tournaments and matches, organising Shramdan parties at least once a month.
3. To practise improved methods of cultivation in the teachers' own lands and school farms where they exist.
4. To form Parent Teacher Association, etc.

It was recommended that instructions regarding supervision of the follow-up activities should be expeditiously issued by all States which have not done so. The State Education Departments should supervise the follow-up activities, and Inspectors and Officers of the Education Department should participate in the camps for a few days in order to be familiar with their syllabus and objectives and in order that may supervise the follow-up activities more effectively.

## III. *ADMINISTRATIVE INTELLIGENCE*

(i) *Integration of Administrative Intelligence Units with the State Statistical Bureaus*:

It had been recommended several times in the past that each State should have fullfledged Administrative Intelligence Unit to look after the Community Development statistics, and that it should, for efficient functioning, be located within the State Statistical Bureau. While practically all the States have set up an Administrative Intelligence Unit, only a few major States have so far integrated it with the State Statistical Bureau. The attached note gives the State-wise position as ascertained at the discussions held in the Ministry of Community Development with the State Governments' representatives during December, 1957 and January, 1958. It will be observed that only in Bombay, Madhya Pradesh, Madras, Mysore and Uttar Pradesh was the integration effected. Andhra Pradesh also has since intimated its compliance with the recommendations.

2. It is necessary that the remaining States should also integrate the Administrative Intelligence Units with their State Statistical Bureaus. The activities of the States under the Community Development programme are integrated with the other departmental activities and as such the flow of statistics on Community Development is closely linked up with the statistical information from various State Departments. Community Development Statistics should, therefore, be viewed in the context of the overall system of State statistics, which is under the direct control of the State Statistical Bureaus. The Administrative Intelligence Unit should, therefore, be an integral part of the, State Statistical Bureau for standardising and rationalising the Community Development Statistics and their coordination with other statistics.

3. Even from considerations of technical efficiency and improving the accuracy of primary data such an integration is essential. The reliability of data is very much dependent upon the right methods of collection of data, adequate technical supervision, and an efficient statistical processing at the district and the State levels, which can only be handled by a competent statistical agency. The Progress Assistant to be appointed at each block headquarters will have an active role in this programme and his work, in turn, will have to be directed by the District Statistical Officer, and a competent statistical authority at the State level. Unless the entire Administrative Intelligence set up is within the State Statistical Bureau itself, this machinery cannot function effectively.

4. Such of the States which have not so far integrated the Administrative Intelligence Unit with the State Statistical Bureau, are apparently meeting the expenditure on the former out of the block budget. This is, however, irregular. It may be recalled that the Sixth

Development Commissioners' Conference recommended that the existing practice of financing, either in part or in full, the cost of the supervisory staff at the State, district or divisional headquarters from the block budget was open to objection and should be stopped. On the other hand, if the Administrative Intelligence Units are integrated with the State Statistical Bureaus, the expenditure on them will be shared by the Cabinet Secretariat on a matching basis as a part of the overall Central assistance to State Statistical schemes. This has already been communicated to the State Governments with this Ministry's letter No. 37/56-PP, dated 12-6-1957. The State Governments would no doubt like to avail of this facility by integrating the Administrative Intelligence Units with the State Statistical Bureaus.

5. There might possibly be some historical reasons which have hitherto stood in the way of such an integration, but in the interest of uniformity and overall accuracy of primary statistics, it is urged that this should not be delayed any longer. The conference may like to reiterate this.

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**Enclosure to Agenda Item No. III(i)**

*Position of Administrative Intelligence Units in State Governments*

| Sl. No. | State | Extracts from Summary Record of Meetings with State Governments indicating position with regard to Administrative Intelligence Units in the States | Remarks (Date of meeting) |
|---|---|---|---|
| 1 | 2 | 3 | 4 |
| 1 | Andhra Pradesh . | An Administrative Intelligence Unit for handling work relating to C.D. & N.E.S. Programme has been set up at the State Headquarters, as a part of the Development Commissioner's Organisation. The unit has not yet been integrated with the State's Statistical Bureau. The question of availing of the Central financial assistance offered by the Cabinet Secretariat and integrating the unit with the State Statistical Bureau is under examination and the decision will be intimated shortly. | 7-1-58 |

| 1 | 2 | 3 | 4 |
|---|---|---|---|
| 2 | Assam . . | An Administrative Intelligence Unit for the C.D. & N.E.S. Programme has been set up in the State, but it has not so far been integrated with the State's Statistical Bureau, nor has the financial assistance offered in this regard by the Cabinet Secretariat been availed of. State representatives agreed to take up the matter. | 4-1-58 |
| 3 | Bihar . . | An Administrative Intelligence Unit has been set up at the State Headquarters. It is under the technical control of the Director, Administrative Intelligence, though it had not yet been integrated with the State Statistical Bureau. The State Government were considering to integrate it with the Statistical Bureau so as to be able to avail of the Central financial assistance offered by the Cabinet Secretariat. The State also has a Statistical Officer at the district level. | 6-2-58 |
| 4 | Bombay . . | An Administrative Intelligence Unit has been set up at the State Headquarters. It is integrated with the State Statistical Bureau. The cost of this unit was being met from the block budgets. This is not in order. The question of availing of the financial assistance offered by the Cabinet Secretariat in the matter is still under consideration of the State Government. | 17-12-57 |
| 5 | Jammu & Kashmir. | It has recently been decided to set up an Administrative Intelligence Unit as a part of the Development Commissioners' Organisation. The question of its integration with the State Statistical Bureau, so as to avail of the Central financial assistance offered by the Cabinet Secretariat would be considered and the decision intimated to the Ministry. | 30-1-58 |
| 6 | Kerala . . | An Administrative Intelligence Unit for C.D. & N.E.S. Programme has been set up at the State Headquarters but the organisation has not been integrated by the State Statistical Bureau nor has the financial assistance offered by the Cabinet Secretariat availed of. State representatives agreed to take up the matter. | 2-1-58 |

| 1 | 2 | 3 | 4 |
|---|---|---|---|
| 7 | Madhya Pradesh. | An Administrative Intelligence Unit for C. D. & N.E.S. Programme has been set up at the State Headquarters integrated with the State Statistical Bureau. | 26-12-57 |
| 8 | Madras . . | An Administrative Intelligence Unit integrated with the State Statistical Bureau had already been set up in the State. | 29-12-57 |
| 9 | Mysore . . | An Administrative Intelligence Unit for work relating to C.D. & N.E.S. Programme, has already been set up in the State and integrated with the State Statistical Bureau. State Government's proposals for availing of Central financial assistance offered by the Cabinet Secretariat have since been approved, and necessary staff would be recruited shortly. Four Divisional Statisticians have also been appointed, for guiding and supervising the work of Progress Assistants in the blocks. | 28-12-57 |
| 10 | Orissa . . | An Administrative Intelligence Unit in regard to C.D. Programme has been set up at the State Headquarters as a part of Development Commissioners' Organisation. This unit has not however been integrated with the State Statistical Bureau. It was pointed out that in the event of integration the State Government would be eligible for the Central financial assistance offered by the Cabinet Secretariat. State representatives agreed to consider the matter. | 28-1-58 |
| 11 | Punjab . . | An Administrative Intelligence Unit to look after the work relating to C.D. & N.E.S. Blocks has been set up at the State Headquarters. The Unit has not, however, been integrated with the State Statistical Bureau nor has Central financial assistance offered by the Cabinet Secretariat been availed of. State representatives agreed to take up the matter. | 11-1-58 |

| 1 | 2 | 3 | 4 |
|---|---|---|---|
| 12 | Rajasthan . . | Statistical units exist both at the State and the District levels. The Administrative Intelligence work relating to the C.D. & N.E.S. Programme is being handled by a separate unit in the Development Commissioners' office.<br>The State Government have not so far availed of the Central assistance sanctioned in this regard by the Cabinet Secretariat. | 10-12-57 |
| 13 | Uttar Pradesh . | An Administrative Intelligence Unit to look after the work relating to C.D. & N.E.S. Programme has been set up at the State Headquarters, integrated with the State Statistical Bureau. | 9-1-58 |
| 14 | West Bengal . | A Statistical Unit exists with the Development Commissioner for administrative intelligence work relating to C.D. & N.E.S. Programme but this had not been integrated yet with the State Statistical Bureau. After discussion, it was agreed that this question would be taken up now and the assistance promised by the C.S.O. availed of by the West Bengal Government. | 14-12-57 |
| Union Territories. | | | |
| | (a) Delhi . . | A very small Statistical Unit composed of one Statistical Officer with some Junior staff, functioned at the State level. This unit was not really intended for administrative work arising out of C.D. & N.E.S. Programme. The Development Commissioner observed that the administrative intelligence staff sanctioned by the Cabinet Secretariat had also not yet been appointed due to the difficulties raised by his Finance Department, and the matter was still being pursued. It was agreed that the Statistical Organisation required strengthening and the Ministry of Community Development would render necessary assistance in expediting the matter on receipt of a reference from the Administration. | 5-12-57 |

| 1 | 2 | 3 | 4 |
|---|---|---|---|
| (b) | Himachal Pradesh | An Economic and Statistical Bureau functions at the State level, to which the C.D. & N.E.S. unit has also been attached. | 7-12-57 |
| (c) | Manipur . . | An Administrative Intelligence Unit has been set up at the State Headquarters. | 16-1-58 |
| (d) | N.E.F.A. . . | An Administrative Intelligence Cell has been set up at the State Headquarters to attend to statistical work relating to the C.D. & N.E.S. Programme. | 20-1-58 |
| (e) | Pondicherry . | One Statistical Officer & four Statistical Assistants have recently been appointed, as a part of the Development Secretary's Organisation, to look after the work of administrative intelligence in the blocks. | |
| (f) | Tripura . . | The Administrative Intelligence Unit at the Headquarters of Tripura Administration consisted of one Staff Assistant and one Draftsman. There was difficulty in getting adequately qualified persons to work in the territory because of the unattractive pay scales sanctioned and the increased cost of living in the territory. | 14-1-58 |

(ii) *and* (iii) *Appointment and Training of Block-level Progress Assistants* :

The decision to appoint a Progress Assistant in each block to look after the statistical work in the block was first taken at the 5th Development Commissioners' Conference held at Naini Tal in May, 1956. Provision was accordingly made for this purpose in the permanent staffing pattern of a N.E.S. block, and this Ministry communicated to the State Governments towards the end of 1956 the minimum qualifications required of Progress Assistants, and the programme of training to be imparted to them (*vide* Ministry of Community Development letter No. MCD/8(7)/56-PP dated 29-12-1956).

2. It was expected that the recruitment of Progress Assistants would be completed by the end of 1957 in all the blocks allotted up to that date, and that at least 50 per cent of the Progress Assistants would also complete their programme of training. Unfortunately, the present position is nowhere near the intended target. It will be seen from

the attached statement that the number of Progress Assistants in position up to 30th September, 1957, was only 551 as against 1875 blocks allotted. Some major States like Uttar Pradesh, West Bengal, Madras, Mysore and Punjab, did not even initiate action.

3. Out of the 551 Progress Assistants again, 214 were in position even at the end of December, 1956, *i.e.* before the issue of this Ministry's letter about the appointment of Progress Assistants. It is likely that most of the earlier incumbents do not adequately satisfy the minimum requirements prescribed for the post. It is known, for instance, that in some States, Junior clerks working in the block headquarters were shown as Progress Assistants.

4. The position regarding training is even more unsatisfactory. Only 3 States *viz.* Bihar, Bombay, and Mysore imparted training to about 300 Assistants so far. Although the State Statistical Bureaus reported that the programme of training was on the lines recommended by this Ministry, there is reason to believe that the quality and content of training varied from State to State.

5. For any significant improvement in the reliability of Community Development Statistics, it is necessary to have a trained Statistical Assistant in each Block as early as possible. As is well known, primary block-level data on a number of items are of doubtful accuracy, for instance, figures of employment in rural handicrafts and village industries, area reclaimed, etc. Two factors are essential, to ensure the reliability of data. One is rationalisation of the schedules and procedures for collection of information at the village and block level, and the other is an adequate and well-trained statistical machinery to ensure that information is collected, and compiled in the manner prescribed. The first aspect has been given active consideration by a Working Group set up by the Central Statistical Organisation, the recommendations of which are being considered by the conference as a separate item [*vide* III (iv)]. The second aspect is closely linked up with the recruitment and training of Progress Assistants which has necessarily to be expedited if an early improvement in the quality of data is to be ensured.

6. It is quite possible that the appointment of Progress Assistants was held up in some States due to administrative difficulties, *e.g.*, lack of sufficient budgetary provision. This difficulty should, no longer exist due to the revision of the programme, and the proposed acceptance of the COPP Team's recommendation that the resources of all blocks may be pooled together so far as the expenditure on the staff is concerned. The State Governments may, therefore, give a high priority to this programme and eusure that all Progress Assistants are in position within the next few months.

7. The Standing Committee on Training of the Central Statistical Organisation, which reviewed the position about recruitment and training of Progress Assistants at its meeting held on 10th April, 1958 made

the following recommendation which is of particular interest in this connection :

> "The Committee reiterated its earlier recommendation that the minimum qualification for Progress Assistants should be a Degree in Economics, Commerce, Statistics, Mathematics, Science, Agriculture or Computor's Certificate Part I of the Indian Statistitical Institute, and strongly felt that the State Statistical Bureaus should strictly adhere to the minimum qualifications prescribed. They further expressed the view that the recruits to these posts should have rural bias in their outlook and should also have an aptitude for figure work.
>
> The Committee recommended that these posts of Progress Assistants should be treated as technical, and they should be borne on the cadre of the State Statistical Bureau."

The Conference may like to endorse this recommendation. It is also suggested that, as the number of candidates to be recruited in the near future would be very large, the programme of selection may, with advantage, include a preliminary psychometric test of aptitudes. Such tests meant for statistical personnel have been developed by the Indian Statistical Institute, which the State Governments may be requested to adopt at the time of recruitment. In any case, the State Statistical Bureaus should be actively associated in the recruitment of this staff.

8. As regards the training of the Progress Assistants, this is necessarily to be a phased programme depending upon the resources of the State Statistical Bureaus to undertake this work. It is likely that some of the State Statistical Bureaus will not be able to provide the necessary facilities for training. However, in view of the urgency of the training programme, such States may consider the possibility of arranging for the training of their Progress Assistants in an adjacent State which already possesses such facilities.

9. There is also need to revise the detail of the training programme in the light of experience of the State Statistical Bureaus which have already conducted this course. This matter was considered by the Standing Committee on Training of the Central Statistical Organisations, which stressed that the training programme should include field-training on try-out of schedules (for collection of information), and also some lectures on important economic concepts. The Standing Committee has appointed a Sub-committee to work out a detailed syllabus which is expected to be available in the course of a month.

10. The Conference may like to reiterate its earlier recommendation about the early appointment of Progress Assistants and their training on the lines suggested above. It may also set up the targets to be fulfilled by each State in this regard, during the current year.

**Enclosure to Agenda item III(iii)**

*Statement showing the position of Progress Assistants*

| State | December '56 | March '57 | | September '57 | |
|---|---|---|---|---|---|
| | In position | In position | Shortage | In position | Shortage |
| 1 | 2 | 3 | 4 | 5 | 6 |
| 1. Andhra Pradesh . . . . | 15 | 40 | 85 | 131 | 19 |
| 2. Assam . . . . . | 43 | 53 | .. | 55 | .. |
| 3. Bihar . . . . . | 102 | 142 | 32 | 190 | 22 |
| 4. Bombay . . . . | N.R. | 14 | 161 | 96 | 127 |
| 5. Kerala. . . . . | 22 | 22 | 24 | 26 | 28 |
| 6. Madhya Pradesh . . . | 27 | 30 | 132 | 33 | 149 |
| 7. Madras . . . . | N.I. | 1 | 88 | 1 | 109 |
| 8. Mysore . . . . | N.I. | .. | 90 | .. | 90 |
| 9. Orissa . . . . . | N.I. | .. | 81 | .. | 106 |
| 10. Punjab . . . . | N.I. | N.I. | N.I. | .. | 108 |
| 11. Rajasthan . . . . | N.I. | 6 | 70 | 6 | 70 |
| 12. Uttar Pradesh . . . | N.I. | .. | 253 | .. | 333 |
| 13. West Bengal . . . | N.I. | .. | 83 | .. | 103 |
| 14. Jammu & Kashmir . . . | N.I. | .. | 23 | .. | 33 |
| 15. Union Territories . . . | 5 | 9 | 28 | 13 | 27 |
| TOTAL . | 214 | 317 | 1,150 | 551 | 1,324 |

N. R.—Not Received.
N. I.—Not Indicated.

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(iv) *Recommendations of the 6th Joint Conference of Central and State Statisticians and the Technical Working Group of Statisticians on Statistics Relating to Community Development* :

At the instance of the Community Development Ministry, the Central Statistical Organisation (C. S. O.) made a detailed review of the statistics relating to Community Development with a view to rationalising the existing system of collection and increasing its usefullness. This subject was also discussed at the 6th Joint Conference of Central and State Statisticians held during 1957 in the light of a background paper prepared by the C. S. O. Subsequently, a Technical Working Group convened by the C. S. O. on the recommendation of the Joint Conference, made a detailed examination of the existing block level reports and suggested a number of revisions in the list of items (to be covered by the reports), the concepts and definitions, the procedure for collection of information, the frequency with which it should be collected, and the lay-out of the schedules.

2. The Working Group recommended that the items of information should be classified broadly into two categories *viz.* (a) those which lend themselves to reliable reporting by Village Level Workers or the other block staff by means of direct observation, local enquiry or through compilation from existing village records; and (b) those which could be satisfactorily obtained only by means of sample surveys. Items belonging to category (a) are further sub-divided into two groups

(i) those for which the information should be collected each quarter; and (ii) those for which information need be collected only annually. The revised Quarterly Progress Report and the Annual Progress Report deal with these sub-groups respectively. Additional schedules have been provided for the group of items covered by the sample surveys.

3. The Working Group also suggested that information on a number of items in the Quarterly and Annual Progress Reports should better be obtained directly at the block level, with the help of Extension Officers concerned rather than have it collected at the village level through the Village Level Workers. In any case, whenever Village Level Workers are made responsible for the collection of primary statistics, the information so obtained should invariably be scrutinised and checked by the subject-matter specialist concerned at the block level. In view of the emphasis placed on agricultural production, the Working Group suggested a substantial increase in the coverage of items relating to agriculture. One significant addition is the details of land utilisation and crop areas which are required to be reported at the end of each year.

4. In regard to the items to be covered by the sample survey, these are classified into two groups: (a) agricultural and (b) socio-economic. The survey in the agricultural sector would be concerned with the estimation of area benefited by improved seeds, area benefited by chemical fertilisers and area treated by chemical pesticides. The field work of this survey will be entrusted to the Village Level Workers. The survey in the socio-economic sector will deal with the estimation of number of literate persons, the quantum of full-time and part-time employment generated by village and small-scale industries, consumption of raw materials by these industries and the quantity and value of the final product. The primary field work of the socio-economic survey, owing to its complicated nature, will be exclusively the responsibility of the Progress Assistants in the blocks.

5. The Working Group also suggested a revised version of the preliminary Block Survey Report and laid down detailed methods of collection of data for which additional schedules at the village level are also provided for.

6. Copies of the revised schedules for Quarterly Progress Report, Annual Progress Report, sample surveys in the agricultural and socio-economic sectors, and the Block Survey Report as finalised by the Working Group are attached. The conference may like to recommend the revised schedules for adoption by the States. In this connection, it may be recalled that the preliminary block survey was not completed in the case of a number of blocks already allotted. The conference may like to emphasise the need for completing these surveys as soon as possible. In any case, for the blocks to be allotted in future, it may be insisted that the Block Development Officer and the other staff should spend the initial 10-12 weeks on this survey to collect the requisite information and, incidentally, acquaint themselves with the field conditions in the block.

*Quarterly Progress Report for Quarter Ending,* 195 .

[1] General particulars

| | | | |
|---|---|---|---|
| 1 | State | 8 | Date of change into present status |
| 2 | District | 9 | Block headquarters |
| 3 | Tehsil | 10 | No. of villages |
| 4 | Block | 11 | Area of block ('oo acres) |
| 5 | Category of block at the time of initial allotment | 12 | Population (1951 census) |
| 6 | Month and year of initial allotment | 13 | Name of B. D. O. |
| 7 | Present status of block | 14 | Date of submission of this report |

[2] Staff position

| Sl. No. | Designation | Total sanction the programme period | During current quarter | | Total personnel at end of current quarter | |
|---|---|---|---|---|---|---|
| | | | new appointments | loss of personnel | total | untrained |
| (1) | (2) | (3) | (4) | (5) | (6) | (7) |
| 1 | Block Development Officer | | | | | |
| 2 | Gram Sevaks | | | | | |
| 3 | Gram Sevikas | | | | | X |
| 4 | Agricultural Extension Officers | | | | | X |
| 5 | Veterinary Doctors | | | | | X |
| 6 | Cooperative Panchayat Inspectors | | | | | X |
| 7 | Extension Officers (Village & Small) scale industries | | | | | X |
| 8 | Extension Officers (soil conservation) | | | | | X |
| 9 | Compost Inspectors | | | | | X |
| 10 | Social Education Organisers (men) | | | | | X |
| 11 | Social Education Organisers (women) | | | | | X |
| 12 | Overseers | | | | | X |
| 13 | Doctors | | | | | X |
| 14 | Sanitary Inspectors | | | | | X |
| 15 | Compounders | | | | | X |
| 16 | Stockmen | | | | | |
| 17 | Lady Health Visitors | | | | | |
| 18 | Midwives | | | | | |
| 19 | Progress Assistants | | | | | |
| 20 | Other technical staff (specify) | | | | | |
| 21 | . . . . . | | | | | |
| 22 | . . . . . | | | | | |

[3] Physical achievements

| Sl. No. | Item | Unit | Target, if any for current year ending 31st March | Achievement during current quarter | Cumulative total since beginning of current year |
|---|---|---|---|---|---|
| (1) | (2) | (3) | (4) | (5) | (6) |
| | **[3.1] Agriculture & animal husbandry** | | | | |
| | A. *Distribution of improved seeds* | | | | |
| 1 | Paddy | md. | | | |
| 2 | Wheat | md. | | | |
| 3 | Jowar | md. | | | |
| 4 | Maize | md. | | | |
| 5 | Other cereals | md. | | | |
| 6 | Sub total (cereals) | md. | | | |
| 7 | Sugar cane | md. | | | |
| 8 | Cotton | md. | | | |
| 9 | Ground nut | md. | | | |
| 10 | ——— | | | | |
| 11 | ——— | | | | |
| | B. *Distribution of fertilizers & manures* | | | | |
| 1 | Ammonium sulphate | md. | | | |
| 2 | Super phosphate | md. | | | |
| 3 | Other chemical fertilizers | md. | | | |
| 4 | Bonemeal | md. | | | |
| 5 | Oilcake | md. | | | |
| 6 | Green manure seed | md. | | | |
| 7 | ——— | | | | |
| 8 | ——— | | | | |
| | C. *Distribution of improved implements* | | | | |
| 1 | Iron ploughs | no. | | | |
| 2 | Seed drillers | no. | | | |
| 3 | ——— | | | | |
| 4 | ——— | | | | |
| | D. *Agricultural demonstrations* | | | | |
| 1 | Plots laid for agricultural demonstrations | no. | | | |
| 2 | Other agricultural demonstrations | no. | | | |
| | E. *Other items* | | | | |
| 1 | Chemical pesticides distributed | md. | | | |
| 2 | Compost pits dug | no. | | | |
| 3 | Area brought under Japanese Method of paddy cultivation | acres | | | |
| 4 | Improved animals supplied | no. | | | |
| 5 | Improved birds supplied | no. | | | |
| 6 | Fingerlings supplied | no. | | | |
| 7 | Animal castrated | no. | | | |
| 8 | Animal artificially inseminated | no. | | | |
| 9 | Oil engine supplied | no. | | | |
| 10 | ——— | | | | |
| 11 | ——— | | | | |

[3] Physical achievements (*continued*)

| Sl. no. | Item | Unit | Target, if any for current year ending 31st March | Achievement during current quarter | Cumulative total since beginning of current year |
|---|---|---|---|---|---|
| (1) | (2) | (3) | (4) | (5) | (6) |
| | **[3.2] Minor irrigation** | | | | |
| | **Net additional area commanded by:—** | | No. area | No. area | No. area |
| 1 | Kacha wells constructed | × | | | |
| 2 | Kacha wells rep:ired or renovated | × | | | |
| 3 | Pucca wells constructed | × | | | |
| 4 | Pucca wells repaired or renovated | × | | | |
| 5 | Tanks constructed | × | | | |
| 6 | Tanks repaired or renovated | × | | | |
| 7 | Channels constructed | × | | | |
| 8 | Channels repaired or renovated | × | | | |
| 9 | Tube-wells constructed | × | | | |
| 10 | Pumpsets installed | × | | | |
| 11 | Others (specify) | × | | | |
| | **[3.3] Reclamation** | | | | |
| 1 | Waste and virgin land reclaimed | acres | | | |
| 2 | Area bunded or terraced | acres | | | |
| | **[3.4] Health and rural sanitation** | | | | |
| 1 | Rural latrines constructed | no. | | | |
| 2 | Pucca drains constructed | yds. | | | |
| 3 | Smokeless chullahs established | no. | | | |
| 4 | Village lanes paved | sq. yds. | | | |
| 5 | Soakage pits constructed | no. | | | |
| 6 | Drinking water wells constructed | no. | | | |
| 7 | Drinking water wells renovated | no. | | | |
| 8 | Wells disinfected | no. | | | |
| 9 | Handpumps installed | no. | | | |
| | **[3.5] Social education** | | | | |
| 1 | Literacy centres functioning | no. | | | |
| 2 | Adults made literate in these centres | no. | | | |
| 3 | Reading rooms and libraries functioning | no. | | | |
| 4 | Community centres functioning | no. | | | |

[3] Physical achievements *(continued)*

| Sl. No. | Item | Unit | Target, if any for current year ending 31st March | Achievement during current quarter | Cumulative total since beginning of current year |
|---|---|---|---|---|---|
| (1) | (2) | (3) | (4) | (5) | (6) |
| | **[3.5] Social education** | | | | |
| 5 | Youth clubs . . . | No. | | | |
| 6 | Farmers unions . . . | No. | | | |
| 7 | Membership in (5) . | No. | | | |
| 8 | Membership in (6) . . | No. | | | |
| 9 | Mahila samities / mandals . | No. | | | |
| 10 | Membership in (9). . . | No. | | | |
| 11 | Village camps held (other than youth and ch ldren's camps). | No. | | | |
| 12 | Villagers participating (11) . | No. | | | |
| 13 | ———— | | | | |
| 14 | ———— | | | | |
| | **[3.6] Construction** | | | | |
| 1 | New kacha roads constructed | Furlongs | | | |
| 2 | Existing kacha roads improved | Furlongs | | | |
| 3 | Culverts constructed . . | No. | | | |
| 4 | Culverts repaired . | No. | | | |
| 5 | Kacha houses constructed . | No. | | | |
| 6 | Pacca houses constructed . | No. | | | |
| 7 | New model houses built . | No. | | | |
| 8 | School building constructed . | No. | | | |
| 9 | Dispensary buildings constructed | No. | | | |
| 10 | Panchayat ghars constructed . | No. | | | |
| | **[3.7] Cooperation** | | | | |
| | *Cooperative societies functioning* (by types) | | | | |
| 1 | Credit . . . . . | No. | | | |
| 2 | Industrial . . . . | No. | | | |
| 3 | Farming . . | No. | | | |
| 4 | Others (including multipurpose) | No. | | | |
| 5 | Membership in (1) . . | No. | | | |
| 6 | Membership in (2) . . | No. | | | |
| 7 | Membership in (3) . | No. | | | |
| 8 | Membership in (4) . . | No. | | | |
| | **[3.8] General** | | | | |
| 1 | Meetings of block Advisory Committee . | No. | | | |
| 2 | Village panchayats established | No. | | | |
| 3 | Model village established . | No. | | | |

[4] Block budget position

| Sl. No. | Major heads | Total budget provision for current year | | | | Exp. incurred during current year | | | | Exp. incurred since beginning of current year | | | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | | Loans | Rec. | Non-rec. | Total | Loans | Rec. | Non-rec. | Total | Loans | Rec. | Non-rec. | Total |
| (1) | (2) | (3) | (4) | (5) | (6) | (7) | (8) | (9) | (10) | (11) | (12) | (13) | (14) |
| 1 | Block headquarters | | | | | | | | | | | | |
| 2 | Agriculture & animal husbandry | | | | | | | | | | | | |
| 3 | Irrigation | | | | | | | | | | | | |
| 4 | Reclamation | | | | | | | | | | | | |
| 5 | Health & rural sanitation | | | | | | | | | | | | |
| 6 | Education | | | | | | | | | | | | |
| 7 | Social Education | | | | | | | | | | | | |
| 8 | Communication | | | | | | | | | | | | |
| 9 | Rural arts, crafts & indurtries. | | | | | | | | | | | | |
| 10 | Housing (a) project staff | | | | | | | | | | | | |
| 11 | Housing (b) rural housing | | | | | | | | | | | | |
| 12 | Total | | | | | | | | | | | | |

[5] People's contribution

| Sl. No. | Major heads | Cash | Labour | | Land | | Buildings | Miscellaneous | | Total during cumulative since beg'ning of current quarter of current year. | |
|---|---|---|---|---|---|---|---|---|---|---|---|
| | | | Man-hours | Value | Acres | Value | Value | Description | Value | | |
| (1) | (2) | (3) | (4) | (5) | (6) | (7) | (8) | (9) | (10) | (11) | (12) |
| 1 | Agriculture & animal husbandry | | | | | | | | | | |
| 2 | Irrigation | | | | | | | | | | |
| 3 | Reclamation | | | | | | | | | | |
| 4 | Health & rural sanitation | | | | | | | | | | |
| 5 | Education | | | | | | | | | | |
| 6 | Social education | | | | | | | | | | |
| 7 | Communication | | | | | | | | | | |
| 8 | Rural arts, crafts & industries. | | | | | | | | | | |
| 9 | Housing | | | | | | | | | | |
| 10 | Other works programme | | | | | | | | | | |
| 11 | Total | | | | | | | | | | |

block (5) Col. (11) = Col. (3) + Col. (5) + Col. (7) + Col. (8) + Col. (10)

Rec: recurring exp. Non--rec: non-recurring exp.

*Annual Progress Report (Part I) for year ending 31st March, 195 .*

(1) General particulars

| | | | |
|---|---|---|---|
| 1 | State | 8 | Date of change into the present status |
| 2 | District | 9 | Block headquarters |
| 3 | Tehsil | 10 | Number of villages |
| 4 | Block | 11 | Area of the block |
| 5 | Category of block at the time of initial allotment | 12 | Population " (1951 Census) |
| 6 | Month and year of initial allotment | 13 | Name of B. D. O. |
| 7 | Present status of the block | 14 | Date of submission of this schedule. |

(2) Physical achievements

| Sl. No. | Item | Unit | Current year | Previous year |
|---|---|---|---|---|
| (1) | (2) | (3) | (4) | (5) |
| | **(2·1) Agriculture & Animal Husbandry** | | | |
| 1 | Artificial insemination centres functioning | No. | | |
| 2 | Veterinary dispensaries functioning | ,, | | |
| 3 | No. of animals treated in (2) | ,, | | |
| 4 | No. of dairy farms | ,, | | |
| 5 | No. of poultry farms | ,, | | |
| 6 | Fruit trees planted | Acres | | |
| 7 | Other trees planted | ,, | | |
| | **(2.2) Health and Rural sanitation** | | | |
| 1 | Primary health centres functioning | | | |
| 2 | Cases treated at primary health centres | | | |
| 3 | Maternity and child welfare centres functioning | | | |
| 4 | Cases treated at maternity and child welfare centres | | | |
| 5 | Family planning clinics functioning | | | |
| 6 | Cases attended at family planning clinics | | | |
| 7 | Rural dispensaries functioning | | | |
| 8 | Cases treated in rural dispensaries | | | |
| 9 | Rural latrines in use | | | |
| 10 | —— | | | |

(2.3) Education

| Sl. No. | Item | Unit | Current year | Previous year |
|---|---|---|---|---|
| 1 | Ordinary schools functioning | No. | | |
| 2 | Ordinary schools converted into basic type | ,, | | |
| 3 | Total basic type schools | ,, | | |
| 4 | Enrolment in (1) boys | ,, | | |
| 5 | Enrolment in girls | ,, | | |
| 6 | Enrolment in (3) boys | ,, | | |
| 7 | Enrolment in girls | ,, | | |
| 8 | —— | | | |
| 9 | —— | | | |
| 10 | —— | | | |

(2.4) Social education

| Sl. No. | Item | Unit | Current year | Previous year |
|---|---|---|---|---|
| 1 | Youth camps held (including ACC and NCC camps) | No. | | |
| 2 | Persons participated in (1) | ,, | | |
| 3 | Children's camps | ,, | | |
| 4 | Children participated in (3) | ,, | | |
| 5 | Peripatetic camps held to train teachers | ,, | | |
| 6 | School teachers trained in peripatetic camps | ,, | | |

(2.5) Communication

| Sl. No. | Item | Unit | Current year | Previous year |
|---|---|---|---|---|
| 1 | Pucca roads constructed | Furlongs | | |
| 2 | Pucca roads repaired | Furlongs | | |

(2.6) Rural arts, crafts and industries

| Sl. No. | Item | Unit | Current year | Previous year |
|---|---|---|---|---|
| 1 | Persons trained at demonstration *cum* training centres : (i) refresher training | No. | | |
| | (ii) basic tra'ning | ,, | | |
| | *Financial assistance for industrial purposes* | | | |
| 2 | Loanees | No. | | |
| 3 | Amount advanced | Rs. | | |
| 4 | Grantees | No. | | |
| 5 | Amount granted | Rs. | | |

*Annual Progress Report (Part II) for year ending 30th September, 195 .*

(1) General particulars

| | | | |
|---|---|---|---|
| 1 | State | 8 | Date of change into the present status |
| 2 | District | | |
| 3 | Tehsil (s) | 9 | Block headquarters |
| 4 | Block | 10 | Number of villagers |
| 5 | Category of block at the time of initial allotment | 11 | Area of the block |
| | | 12 | Population of the block (1951 Census) |
| 6 | Month and year of initial allohment | | |
| 7 | Present status of the block | 13 | Name of B. D. O. |
| | | 14 | Date of submission of this schedule |

(2) Cooperation

| Sl. No. | Item | Unit | Current year | Previous year |
|---|---|---|---|---|
| (1) | (2) | (3) | (4) | (5) |
| 1 | Credit co-operative societies functioning | No. | | |
| 2 | Industrial ,, | ,, | | |
| 3 | Fanning ,, | ,, | | |
| 4 | Others (including multi-purpose co-operatives) ,, | ,, | | |
| 5 | Total : (1) to (4) | ,, | | |
| 6 | Membership in (1) | No. | | |
| 7 | ,, (2) | ,, | | |
| 8 | ,, (3) | ,, | | |
| 9 | ,, (4) | ,, | | |
| 10 | Total (6) to (9) | ,, | | |
| 11 | Amount of share capital raised in (1) | Rs. '000 | | |
| 12 | ,, (2) | ,, | | |
| 13 | ,, (3) | ,, | | |
| 14 | ,, (4) | ,, | | |
| 15 | Total : (11) to (14) | ,, | | |
| 16 | Amount of loans advanced to members in (1) | Rs. '000 | | |
| 17 | ,, (2) | ,, | | |
| 18 | ,, (3) | ,, | | |
| 19 | ,, (4) | ,, | | |
| 20 | Total : (16) to (19) | ,, | | |
| 21 | Amount of loans repaid by members to (1) | Rs. '000 | | |
| 22 | ,, (2) | ,, | | |
| 23 | ,, (3) | ,, | | |
| 24 | ,, (4) | ,, | | |
| 25 | Total : (21) to (24) | ,, | | |
| 26 | Godowns constructed by co-operative societies | No. | | |
| 27 | Value of agricultural commodities marketed through co-operative societies. | Rs. '000 | | |
| 28 | | | | |
| 29 | | | | |

(3) Land utilisation (in acres) during preceding agriculture year

| Sl. No. | Type of utilisation | Area | Sl. No. | Type of utilisation | Area |
|---|---|---|---|---|---|
| (1) | (2) | (3) | (1) | (2) | (3) |
| 1 | Net area sown | | 7 | Land put to non-agri. use | |
| 2 | Area sown more than once | | 8 | barren and unculturable land | |
| 3 | Sub-total : (1)+(2) | | 9 | permanent pastures and grazing land | |
| 4 | Current fallows | | 10 | forest | |
| 5 | Old fallows | | 11 | miscellaneous tree crops and groves not included in (1) | |
| 6 | Cultural waste | | 12 | Total : (1)+(4) to (11) | |

(4) Area under crops (in acres) during preceding agriculture year

| Sl. No. | Name of crop | Area | | Sl. No. | Name of crop | Area | |
|---|---|---|---|---|---|---|---|
| | | total | irrigated | | | total | irrigated |
| (1) | (2) | (3) | (4) | (1) | (2) | (3) | (4) |
| 1 | Rice (autumn) | | | 19 | Fruits | | |
| 2 | Rice (winter) | | | 20 | Other food crops | | |
| 3 | Rice (summer) | | | 21 | Sub-total:food crops | | |
| 4 | Jowar ( kharif ) | | | 22 | Cotton | | |
| 5 | Jowar (rabi) | | | 23 | Jute | | |
| 6 | Bajra | | | 24 | Other fibres | | |
| 7 | Maize | | | 25 | Sub-total fibres | | |
| 8 | Ragi | | | 26 | Groundnut | | |
| 9 | Wheat | | | 27 | Castor | | |
| 10 | Barley | | | 28 | Sesamum (til) | | |
| 11 | Other cereals | | | 29 | Linseed | | |
| 12 | Total cereals | | | 30 | Rape & mustard | | |
| 13 | Gram | | | 31 | Other, oilseeds | | |
| 14 | Tur (arhar) | | | 32 | Sub-total oilseeds | | |
| 15 | Other pulses | | | 33 | Sugarcane | | |
| 6 | Total pulses | | | 34 | Tobacco | | |
| 17 | Total food-grains | | | 35 | Other non-food crops | | |
| 18 | Vegetables | | | 36 | Total non-food crops | | |
| | | | | 37 | Total all crops | | |

(5) Net area (in acres) irrigated according to sources

| Sl. No. | Source | Net area irrigated (acres) | Sl. No. | Source | Net area irrigated (acres) |
|---|---|---|---|---|---|
| (1) | (2) | (3) | (1) | (2) | (3) |
| 1 | Govt. canals | | 5 | Wells | |
| 2 | Private canals | | 6 | Tube wells | |
| 3 | Sub-total (canals) | | 7 | Other sources | |
| 4 | Tanks | | 8 | Total (cols. 3 to 7) | |

*Sample Survey for Estimating the Area Benefited by Improved Agricultural Practices*

1. *Object* :

The object of the survey is to estimate the area benefited by (a) improved seed; (b) fertilisers; and (c) chemical pesticides.

2. *Programme* :

The survey will be confined to one or two villages selected (with probability sampling) from each village level worker's jurisdiction. In each sample village, 6-8 cultivators will be selected at random and the relevant particulars about the various inputs applied by them individually will be obtained by a detailed personal enquiry and also spot verification of a few selected fields operated by each.

3. *Field Agency*:

The field work will be carried out by the village level workers under the general direction of the Progress Assistant, who will himself be responsible for the selection of villages and the cultivators according to the prescribed procedure. The survey will be repeated in each of the two principal seasons of the year.

4. *Schedules* :

Two schedules are proposed for the survey (attached). Schedule 1 provides for the general particulars of the sample village and the selection of cultivators. Schedule 2 deals with the details of the selected cultivator's holding in regard to the various inputs.

5. *Nature of Estimates to be Obtained*:

It is expected that fairly reliable estimates would be available for each major State and for each major series of blocks.

*Sample survey for estimating the area benefited by improved practices*

## SCHEDULE 1 : PARTICULERS OF THE SAMPLE VILLAGE

Year Season

(1) General particulars

| | | | |
|---|---|---|---|
| 1 | State | 7 | Name of village |
| 2 | District | 8 | Geographical area |
| 3 | Tehsil | 9 | Cultivated area |
| 4 | Block | 10 | Population (1951 Census) |
| 5 | Category of Block | 11 | Name of V. L. W. |
| 6 | Month & year of allotment | 12 | Date of survey |

(2) Area under crops in the village during the preceding agriculture year

| Sl. No. | Name of Crop | Area | | Sl. No. | Name of Crop | Area | |
|---|---|---|---|---|---|---|---|
| | | Total | Irrigated | | | Total | Irrigated |
| (1) | (2) | (3) | (4) | (1) | (2) | (3) | (4) |
| 1 | Rice | | | 13 | Vegetables | | |
| 2 | Jowar | | | 14 | Sub-total (food crops) | | |
| 3 | Bajra | | | 15 | Sugarcane | | |
| 4 | Maize | | | 16 | Cotton | | |
| 5 | Ragi | | | 17 | Jute | | |
| 6 | Wheat | | | 18 | Tobacco | | |
| 7 | Barley | | | 19 | Groundnut | | |
| 8 | Other cereals | | | 20 | Other oilseeds | | |
| 9 | Gram | | | 21 | Sub-total (non-food crops) | | |
| 10 | Tur | | | 22 | Total (14)+(20) | | |
| 11 | Other pulses | | | | | | |
| 12 | Fruits | | | | | | |

(3) Selection of cultivators

| | | | | |
|---|---|---|---|---|
| 1 | Highest survey number in the village | | 5 | Names of the cultivators operating the selected survey numbers |
| | | | | 1 |
| 2 | Survey numbers initially selected | | | 2 |
| | | | | 3 |
| 3 | Reasons for rejection, if any | | | 4 |
| | | | | 5 |
| 4 | Survey numbers finally selected | | | 6 |
| | | | | 7 |
| | | | | 8 |

*Sample survey for estimating the area benefited by improved practices*

SCHEDULE 2: PARTICULARS OF THE SELECTED CULTIVATOR

Year

Season

(1) General particulars

| | | | |
|---|---|---|---|
| 1 | State | 7 | Principal means of livelihood |
| 2 | District | 8 | Name of informant |
| 3 | Tehsil | 9 | Relation to head |
| 4 | Block | 10 | Name of V. L. W. |
| 5 | Village | 11 | Date of Survey |
| 6 | Name of the cultivator | | |

(2) Extent of holding

| Sl. No. | Type | In sample village | Outside sample village | Total | Sl. No. | Type | In sample village | Outside sample village | Total |
|---|---|---|---|---|---|---|---|---|---|
| (1) | (2) | (3) | (4) | (5) | (1) | (2) | (3) | (4) | (5) |
| 1 | Area owned | | | | 3 | Area leased in | | | |
| 2 | Area leased out | | | | 4 | Total operation (1)—(2)—(3) | | | |

(3) Crops grown in the operational holding

| Sl. No. | Name of crop | Total area | Irrigated area | Sl. No. | Name of crop | Total area | Irrigated area |
|---|---|---|---|---|---|---|---|
| (1) | (2) | (3) | (4) | (1) | (2) | (3) | (4) |
| 1 | Rice | | | 9 | Vegetables | | |
| 2 | Jowar | | | 10 | Sugarcane | | |
| 3 | Wheat | | | 11 | Cotton | | |
| 4 | ——— | | | 12 | Jute | | |
| 5 | ——— | | | 13 | Tobacco | | |
| 6 | Gram | | | 14 | Groundnut | | |
| 7 | Tur | | | 15 | ——— | | |
| 8 | Fruits | | | 16 | ——— | | |
| | | | | 17 | Total | | |

(4) Details of inputs

| Sl. No. | Item | Source | Qty. obtained (Mds.) | Quantity applied | |
|---|---|---|---|---|---|
| | | | | Irrigated area | Total area |
| (1) | (2) | (3) | (4) | (5) | (6) |
| | *Chemical fertilisers* | | | | |
| 1 | Ammonium Sulphate | | | | |
| 2 | Superphasphate | | | | |
| 3 | Other chemical fertilisers | | | | |
| 4 | Bonemeal | | | | |
| 5 | Oilcake | | | | |
| | *Improved seeds* | | | | |
| 1 | Improved paddy seeds | | | | |
| 2 | Improved wheat seeds | | | | |
| 3 | ——— | | | | |
| 4 | ——— | | | | |
| | Chemical pesticides | | | | |

(7) Details of application of the arious input factors to the operational holding

| Sl. No. | Village | Survey/Sub. No. | Geographical area | Crop grown | Area under crop | | Area covered by Ch. fertiliser | | | | | | | | Area covered by improved seeds | | Area covered by Ch. pesticides | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | | | | | | | Am. Sulphate | | Su. phosphate | | Other Ch. Fert. | | Total | | | | | |
| | | | | | Irrigated | Total | Irrigated | Total | Irrigated | Total | Irrigated | Total | Irrigated | Total | Irrigated | Total | Irrigated | Total |
| (1) | (2) | (3) | (4) | (5) | (6) | (7) | (8) | (9) | (10) | (11) | (12) | (13) | (14) | (15) | (16) | (17) | (18) | (19) |
| | | | | | | | | | | | | | | | | | | |

## *Sample Survey for Estimating the Area Benefited by Improved Agricultural Practices*

*Brief explanatory notes on the items in the schedules :*

2. *Survey in the Agriculture Sector* :

*Schedule* 1 : This provides for the general particular of the sample village and the selection of cultivator.

*Block* 3. *Item* 2.—Eight different survey numbers are to be selected corresponding to the eight random numbers given against the name of the village, in the list which will be supplied to the VLW separately. The procedure to be adopted for this purpose will be to divide each of the given random numbers by the highest survey number in the village. The survey numbers corresponding to the remainders will constitute the selected survey numbers. In case the same remainder is obtained more than once, the next higher survey number is to be selected. Corresponding to the Zero remainder, the survey number to be selected will be the highest survey number in the village.

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## *Sample Survey on Literacy and Employment in Rural Handicrafts*

1. *Object* :

The object of the survey is to obtain annual estimates of (a) the number of literate persons and the number of persons with special skills in handicrafts or small scale industries; (b) the quantum of full-time and part-time employment generated by rural handicrafts and small scale industries; (c) consumption of raw materials by rural handicrafts and small industries; and (d) the quantity and value of the final product.

2. *Programme* :

The approach to be followed for the survey would to be select, in the first instance, a given number of villages in each block and to select from each of these villages, a given number of households. The households will be different for the two items, *viz.*, literacy and employment, the sample households for the latter being confined to those reporting one or more rural handicrafts.

The literacy survey will be undertaken only once a year whereas the survey on employment owing to its seasonal nature will be repeated at monthly intervals. It is tentatively proposed to canvass one village per block in each month with about 4-5 sample households per village. The period of reference will also be a month.

3. *Field Agency* :

The field work of the survey (on both literacy and employment) will be entrusted to the Progress Assistant within the block. He will have to devote about 3 days in the month for this work. His work will be supervised by the Block Development Officer, District Statistical Officer and the supervisory staff at the State Statistical Bureau.

4. *Schedules* :

Three schedules are proposed for the survey (attached) Schedule I provides for a list of households of the selected village, in which all the households, in the village will be enumerated and preliminary information will be obtained about (i) means of livelihood of the household; (ii) industries if any, in which household is engaged; and (iii) number of persons usually engaged in the industry. Schedule 2 deals with the literacy particulars of the selected households and Schedule 3 with the details of employment, consumption of raw-materials and production of household arts, crafts and industry.

5. *Nature of Estimates to be Obtained*:

It is expected that fairly reliable estimates would be available for each major state and for major series of blocks.

*Sample Survey on literacy and employment in rural handicrafts*

SCHEDULE I

(1) General particulars

| | | | | | |
|---|---|---|---|---|---|
| 1 | State | | 8 | Area (acres) | |
| 2 | District | | 9 | Population (1951 Census) | |
| 3 | Tehsil | | 10 | No. of households (1951 Census) | |
| 4 | Block | | | | |
| 5 | Category of Block | | 11 | Name of Progress Assistant | |
| 6 | Month and year of allotment | | 12 | Date of survey | |
| 7 | Name of village | | | | |

(2) List of households of the selected census village

| Census House No. | Sl. No. of household | Name of head of household | Means of livelihood of household | Code Nos. of industries in which household is engaged. | | Sl. No. of household reporting any ind. in col. (6) | Nos. of persons usually engaged in the ind. in col. (5) | Remarks, if any |
|---|---|---|---|---|---|---|---|---|
| | | | | Usually | During previous month | | | |
| (1) | (2) | (3) | (4) | (5) | (6) | (7) | (8) | (9) |
| | | | | | | | | |

*Sample Survey on literacy and employment in rural handicrafts*

SCHEDULE 2. SURVEY OF LITERACY

| (1) Identifications sample village | | (2) Household particulars | |
|---|---|---|---|
| 1 | State | 1 | Sl. No. of sample household |
| 2 | District | 2 | Name of head |
| 3 | Tehsil | 3 | Name of informant |
| 4 | Block | 4 | Relation to head |
| 5 | Category of block | 5 | No. of members in the household |
| 6 | Month & year of allotment | | (3) Investigator |
| 7 | Sample village | 1 | Name of Progress Assistant |
| | | 2 | Date of survey |

(4) Household members and their particulars

| Sl. No. | Relation to head | Sex | Age | Standard of literacy | Skill | Means of livelihood | |
|---|---|---|---|---|---|---|---|
| | | | | | | Principal | Subsidiary |
| (1) | (2) | (3) | (4) | (5) | (6) | (7) | (8) |
| | | | | | | | |

*Sample Survey on literacy and employment in rural handicrafts*

SCHEDULE 3. RURAL ARTS, CRAFTS AND INDUSTRIES

| (1) Identification | | Sample village | (2) Household particulars | | |
|---|---|---|---|---|---|
| 1 | State | | 1 | Total No. of households reporting any of the specified handicrafts | |
| 2 | District | | | | |
| 3 | Tehsil | | 2 | S. No. of sample households. | |
| 4 | Block | | 3 | Name of head | |
| 5 | Category of block | | 4 | Name of informant | |
| 6 | Month and year of allotment | | 5 | Relation to head | |
| 7 | Sample village | | 6 | No. of members of household. | |
| | | | (3) Investigator | | |
| | | | 1 | Name of Progress Assistant | |
| | | | 2 | Date of survey | |

(4) Details of the household art, craft or industry

| | | |
|---|---|---|
| 1 | Name of art, craft or industry of the sample household. | |
| 2 | Name of Establishment, if any, | |
| 3 | Type of ownership (proprietory/ partnership). | |
| 4 | Use of fuel for power, light or air (yes or no). | |
| 5 | No. of mandays of work during preceding month. | |
| 6 | Total hired mandays during preceding month. | |

(5) Employment particulars in the household art, craft or industry

| Sl. No. | Relation to head | Sex | Age | Whether employed perennially or seasonally | No. of days employed last month | | Average no. of hours per day employed | | Total No. of man-days employed |
|---|---|---|---|---|---|---|---|---|---|
| | | | | | Full time | Part time | Full time | Part time | |
| (1) | (2) | (3) | (4) | (5) | (6) | (7) | 8 | (9) | (10) |
| | | | | | | | | | |

(6) Production during last month

| Sl. No. | Item | Specification of local and standard unit | | | Production | | Consumption by household | |
|---|---|---|---|---|---|---|---|---|
| | | Standard | Local | Ratio | Qty. local unit | Value | Qty. local unit | Value |
| (1) | (2) | (3) | (4) | (5) | (6) | (7) | (8) | (9) |
| | | | | | | | | |

(7) Purchase and consumption of raw materials during last month

| Sl. No. | Item | Specification of local and standard unit | | | Purchase | | Total consumption | |
|---|---|---|---|---|---|---|---|---|
| | | Standard | Local | Ratio | Quantity (local) | Value | Quantity (local) | Value |
| (1) | (2) | (3) | (4) | (5) | (6) | (7) | (8) | (9) |
| | | | | | | | | |

## Sample survey on Literacy and Employment in rural handicrafts

*Brief explanatory notes on the items in the schedules:*

*Schedule* 1 : is intended to provide a frame for sampling of households for surveys both on literacy and employment. The households for the literacy survey will be selected from the serial number in col. (2) of block (2) while those for the survey on employment in rural handicrafts will be selected from the serial number in col. (7).

*Col.* (4) *of Block* 2 : In this column the means of livelihood which provided the major portion of the income to the household during the preceding year, will be entered.

*Cols.* (5) *and* (6) *of Block* 2: There may be more than one industry for a household in which case all of them have to be recorded in cols. (5) or (6) as the case may be.

*Cols.* (5) *and* (8) *of Block* 2 : In columns 5 and 8 usually engaged will relate to those households or persons who were engaged in a particular industry any time during the preceding year. The entries in col. (8) for a household will be in the same order as the corresponding industries in col. (5).

*Schedule* 2 : is the household schedule for literacy survey. Information will be obtained in block (4) about sex, age (last birthday), standard of literacy (illiterate—1, literate but below primary—2 literate and above primary—3) and any special skill in handicrafts or small scale industries (according to the specified list under rural arts, crafts and industries, given in the enclosed code list). Skill for this purpose may be taken to mean some working knowledge acquired either by special training or by association with family work.

*Cols.* 7 & 8 *of Block* 4 : The means of livelihood of a person is that gainful economic activity in which he is actually engaged. For completely dependant persons who are not engaged in any gainful economic activity these columns will be left blank. In case of person engaged in more than one gainful economic activity, the one which brings him the major portion of his income during the last year will be considered his principal means of livelihood and the next one his subsidiary means of livelihood.

*Schedule* 3 :is the household schedule for the survey on employment in rural arts crafts and industries.

*Block* 2 *item* 1 : This will be the last serial number in col. (6) of block 2 of schedule 1.

*Block* 2 *item* 2 : This serial number refers to the one in col. (6) of Block 2 of schedule 1 which gets selected for the survey.

*Block* 4 *item* 5 : This will be obtained by adding to the total figure in col. (10) of Block 5 the number of mandays of work obtained on hire. The calculations in all these cases have to be made after first getting at the information by enquiry.

*Block* 4 *item* 6 : This is also to be ascertained by enquiry.

*Block* 5 *col.* (5) : Perennial employment may be defined as "employment on a process of work usually carried on throughout the year without being tied up to one or more seasons and in any case lasting for not less than eight months in a year".

Seasonal employment, likewise may be defined as "employment on a process of work usually tied up with and carried on in one or more but not in all major seasons of the year and ordinarily for not more than eight months in the year".

*Block* 5. *col* (6) : (1) By full time employment is meant generally a full day's work. What the housedhold considers as full time employment will, however, be given in col. (8) of the block.

*Block* 5. *col.* (10) : The figure in this column will be obtained as follows: Multiply the figures in cols. (7) and (9) and divide the product by the figures in col (8). After rounding off, add the resultant figure to the figure in col. (6). This will be the figure to be recorded against the individual in col. (10).

*Blocks* 6 *and* 7 are self explanatory.

*Services artisans* : In case of service artisans blocks 1 to 5 of the schedule has to be filled in as usual. The description of the service produced will be given in column 2 of block 6 and its value in column 7. In case a part of that service has been rendered to the household itself its value should be entered in column 9 of the same block. The details of the consumption of the raw materials required in connection with servicing schould be entered in block. 7.

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*Block Survey Report*

The present revised schedule for the Block Survey Report contains essentially all the items suggested earlier, with the exception of a few on which it is considered that no reliable information could be easily obtained. For instance, items on the number of literate persons, pattern of land holdings, area under crops benefited by improved practices are now omitted from the report.

2. Particulars in regard to several others have also been revised and rationalised with a view to obtaining comparable data from State to State. The lay out of the schedule has also been revised in order to provide for adequate space under each item for recording the relevant information on the schedule itself. The important change suggested, however, is one in the method of collection of data for which additional schedules have been provided for at the village level also.

3. Information on a number of items in the Block Survey Report will be extracted either from the village land records or departmental records at the tehsil or on any other appropriate level. On some of those items the compilation of information from records will be done at the village level and some others at the block level only. Details of land utilisation, crop areas and irrigation etc. belong to the first category whereas information on the number of co-operatives, communication facilities, and seed and fertiliser distribution belong to the second category. Information on certain other items has necessarily to be obtained by local enquiry and field investigation. Details of the number of households employed in rural handicrafts and small-scale industries are of this type. For this purpose, it is proposed that a house to house enquiry should be carried out by the Village Level Workers as a part of the current programme.

4. Generally, the Block Survey Report is intended to be completed soon after the allotment of a block and before commencement of the development work. However, this does not seem to have been done in the case of several blocks. It is suggested that at least for the blocks allotted from 1st April, 1957, efforts should be made to compile this report according to the revised schedule. For those blocks to be allotted in future, it should be insisted that the Village Level Workers and other block staff should spend the initial 10-12 weeks on this programme to collect the requisite information and, incidentally, to get acquainted with the field conditions prevalent in the block.

*Block Survey Report*

(1) General particulars

| | | | |
|---|---|---|---|
| 1 | State | 7 | Block headquarters |
| 2 | District | 8 | Number of villages |
| 3 | Tehsil(s) | 9 | Area of the block ('00 acres) |
| 4 | Block | 10 | Population of the block (1951 Census)- |
| 5 | Category of block | | |
| 6 | Month and year of allotment | 11 | Month and year of filling up this schedule. |

(2) Towns with population 5000 and over

| Sl. No. | Name of town | Population (1951 census) |
|---|---|---|
| (1) | (2) | (3) |

(3) Age distribution (estimated)

| Sl. No. | Age group | Males | Females | Total |
|---|---|---|---|---|
| (1) | (2) | (3) | (4) | (5) |
| 1 | 0- 4 | | | |
| 2 | 5-14 | | | |
| 3 | 15-59 | | | |
| 4 | 60 & above | | | |
| 5 | Total | | | |

(4) Means of livelihood distribution rural population (1951 Census)

| Sl. No. | Means of livelihood | Number of persons |
|---|---|---|
| (1) | (2) | (3) |
| 1 | Cultivators of land wholly or mainly owned | |
| 2 | Cultivators of land wholly or mainly unowned | |
| 3 | Cultivating labourers | |
| 4 | Non-cultivating owners of land and other agricultural rent receivers. | |
| 5 | Sub-total (agricultural) | |
| 6 | Production other than cultivation | |
| 7 | Commerce | |
| 8 | Transport | |
| 9 | Miscellaneous | |
| 10 | Sub-total (non-agricultural) | |
| 11 | Total (5) - (10) | |

(5) Land utilisation (in acres)

| Sl. No. | Type of utilisation | Year | Year | Year |
|---|---|---|---|---|
| (1) | (2) | (3) | (4) | (5) |
| 1 | Net area sown | | | |
| 2 | Area sown more than once | | | |
| 3 | Sub-total (1) - (2) | | | |
| 4 | Current fallows | | | |
| 5 | Old fallows | | | |
| 6 | Culturable waste | | | |
| 7 | Land put to non-agricultural uses | | | |
| 8 | Barren and unculturable land | | | |
| 9 | Permanent pastures and grazing land | | | |
| 10 | Forest | | | |
| 11 | Miscellaneous tree crops & groves not included in (1) | | | |
| 12 | Total : (1) - (4) to (11) | | | |

(6) Area under crops (in acres)

| Sl. No. | Name of crops | Year | | Year | | Year | |
|---|---|---|---|---|---|---|---|
| | | Total | Irrigated | Total | Irrigated | Total | Irrigated |
| (1) | (2) | (3) | (4) | (5) | (6) | (7) | (8) |
| 1 | Rice (autumn) | | | | | | |
| 2 | Rice (winter) | | | | | | |
| 3 | Rice (summer) | | | | | | |
| 4 | Jowar (kharif) | | | | | | |
| 5 | Jowar (rabi) | | | | | | |
| 6 | Bajra | | | | | | |
| 7 | Maize | | | | | | |
| 8 | Ragi | | | | | | |
| 9 | Wheat | | | | | | |
| 10 | Barley | | | | | | |
| 11 | Other cereals | | | | | | |
| 12 | Total cereals | | | | | | |
| 13 | Gram | | | | | | |
| 14 | Tur (arhar) | | | | | | |
| 15 | Other pulses | | | | | | |
| 16 | Total pulses | | | | | | |
| 17 | Total foodgrains | | | | | | |
| 18 | Vegetables | | | | | | |
| 19 | Fruits | | | | | | |
| 20 | Other food crops | | | | | | |
| 21 | Sub-total (food crops) | | | | | | |
| 22 | Cotton | | | | | | |
| 23 | Jute | | | | | | |
| 24 | Other fibres | | | | | | |
| 25 | Sub-total (fibres) | | | | | | |
| 26 | Groundnut | | | | | | |
| 27 | Castor | | | | | | |
| 28 | Sesamum (til) | | | | | | |
| 29 | Linseed | | | | | | |
| 30 | Rape & mustard | | | | | | |
| 31 | Other oilseeds | | | | | | |
| 32 | Sub-total oilseeds | | | | | | |
| 33 | Sugarcane | | | | | | |
| 34 | Tobacco | | | | | | |
| 35 | Other non-foodcrops | | | | | | |
| 36 | Total (non-food crops): (25)+ (32)+ (35) | | | | | | |
| 37 | Total (all crops) : (21) +(36) | | | | | | |

(7. 1) Livestock : cattle

| Sl. No. | Description | Number |
|---|---|---|
| (1) | (2) | (3) |
| 1 | Breeding bulls over 3 years | |
| 2 | Working bullocks ,, | |
| 3 | Other bulls ,, | |
| 4 | Sub-total (males over 3 years) | |
| 5 | Cows over 3 years : breeding in milk | |
| 6 | ,, : breeding dry | |
| 7 | ,, : working | |
| 8 | ,, : others | |
| 9 | Sub-total (females over 3 years) | |
| 10 | Young stock | |
| 11 | Total buffaloes. (4)+ (9)+ (10) | |

(7·2 ) Livestock: buffaloes

| Sl. No. | Description | Number |
|---|---|---|
| (1) | (2) | (3) |
| 1 | He buffaloes over 3 years breeding | |
| 2 | ,, : working | |
| 3 | ,, : others | |
| 4 | Sub-total (males over 3 years) | |
| 5 | She buffaloes over 3 years : breeding in milk | |
| 6 | ,, : breeding dry | |
| 7 | ,, : working | |
| 8 | ,, : others | |
| 9 | Sub-total(females over 3 years) | |
| 10 | Young stock | |
| 11 | Total buffaloes(4)+(9)+(10) | |

(7·3) Other livestock and poultry

| | | | |
|---|---|---|---|
| 1 | Sheep | 4 | Other livestock (specify) |
| 2 | Goats | 5 | Total livestock (1) to (4) |
| 3 | Horses and ponies | 6 | Poultry |

(7·4) Agricultural machinery

| Sl. No. | Description | Number | Sl. No. | Description | Number |
|---|---|---|---|---|---|
| | A. *Ploughs* | | | D. Pumpsets (*for irrigation purposes only*) | |
| 1 | Wooden | | 7 | Worked by oil engines | |
| 2 | Iron | | 8 | Worked by electricity | |
| | B. *Sugarcane crushers* | | | E. *Others* | |
| 3 | Worked by power | | 9 | Tractors (for agricultural purposes only) | |
| 4 | Worked by bullocks | | 10 | Carts | |
| | C. *Ghanies* | | | | |
| 5 | Five seers and more | | | | |
| 6 | Less than five seers | | | | |

(8) Rainfall in the preceding agricultural year.

| Sl. No. | Name of season | rain fall in cms. |
|---|---|---|
| (1) | (2) | (3) |
| 1 | | |
| 2 | | |
| 3 | | |
| 4 | | |

(9) Irrigation

| Sl. No. | Type of irrigation | Number or length | Net area irrigated (acres) |
|---|---|---|---|
| (1) | (2) | (3) | (4) |
| 1 | Wells (no.) | | |
| 2 | Tubewells (no.) | | |
| 3 | Tanks (no.) | | |
| 4 | Channels (furlongs) | | |
| 5 | Others | | |

(10) Agricultural seasons of important crops

| Sl. No. | Name of crop | Season of | | | | | |
|---|---|---|---|---|---|---|---|
| | | Sowing | | Harvesting | | Marketing | |
| | | Commencing week | Ending week | Commencing week | Ending week | Commencing week | Ending week |
| (1) | (2) | (3) | (4) | (5) | (6) | (7) | (8) |
| 1 | Rice (autumn) | | | | | | |
| 2 | Rice (winter) | | | | | | |
| 3 | Rice (summer) | | | | | | |
| 4 | Jowar (kharif) | | | | | | |
| 5 | Jowar (rabi) | | | | | | |
| 6 | Maize | | | | | | |
| 7 | Wheat | | | | | | |
| 8 | Barley | | | | | | |
| 9 | Gram | | | | | | |
| 10 | cotton | | | | | | |
| 11 | Jute | | | | | | |
| 12 | Sugarcane | | | | | | |
| 13 | Groundnut | | | | | | |
| 14 | Castor | | | | | | |
| 15 | Sesamum | | | | | | |
| 16 | Rape & mustard | | | | | | |
| 17 | Linseed | | | | | | |

(11) Wholesale markets

| Sl. No. | Name of market | Regulated/ Unregulated | Permanent/ Temporary | If temporary frequency | Commodities transacted |
|---|---|---|---|---|---|
| 1 | (2) | (3) | (4) | (5) | (6) |

(12) Communication

| Sl. No. | Item | No./ Length | Sl. No. | item | No./ Length |
|---|---|---|---|---|---|
| 1 | (2) | (3) | 1 | (2) | (3) |
| 1 | Pucca roads (miles) | | 7 | Post offices (no.) | |
| 2 | Semipucca roads (miles) | | 8 | Telegraph offices (no.) distance of block head quarter | |
| 3 | Roads on which bus service is available (miles) | | 9 | From the nearest railway station (miles). | |
| 4 | Perennial inland water communication (miles) | | 10 | From the bus station (miles) | |
| 5 | Railway stations (no.) | | 11 | From the pucca road (miles) | |
| 6 | Village having pucca road/ railway station within a distance of 2 miles (no.) | | | | |

(13) Health and rural sanitation

| Sl. No. | Item | Number | Sl. No. | Item | Number |
|---|---|---|---|---|---|
| (1) | (2) | (3) | (1) | (2) | (3) |
| 1 | Hospitals | | 10 | Child welfare and maternity centres | |
| 2 | Dispensaries | | 11 | Family planning clinic centres, drinking water facilities. | |
| 3 | Beds provided for indoor patients. | | 12 | Masonry wells | |
| 4 | Registered allopaths | | 13 | Tubewells | |
| 5 | ,, homeopaths | | 14 | Artesian wells | |
| 6 | ,, ayurvedic physicians | | 15 | Tanks | |
| 7 | ,, unani physicians | | 16 | Others (specify) | |
| 8 | ,, nurses | | | | |
| 9 | ,, midwives | | | | |

| | | |
|---|---|---|
| 17 | No. of villages where drinking water supply is sufficient | |
| 18 | No. of villages where drinking water supply is insufficient | |
| | (i) throughout the year | |
| | (ii) during certain seasons | |
| 19 | No. of villages where the drainage system is good | |
| 20 | ,, fair | |
| 21 | ,, bad | |
| 22 | ,, very bad | |
| 23 | No. of villages electrified | |
| 24 | No. of model villages | |

(14) Education and Social Education

| Sl. No. | Type of institution | Number of | | Number of students | |
|---|---|---|---|---|---|
| | | Institution | Teacher | Boys | Girls |
| (1) | (2) | (3) | (4) | (5) | (6) |
| 1 | Primary school | | | | |
| 2 | Middle or secondary school | | | | |
| 3 | High school | | | | |
| 4 | College | | | | |

5 No. of villages with primary school and school building
6 ,, ,, ,, ,, ,, but without school building
7 ,, ,, without primary school
8 Number of adult literacy centres functioning
9 Number of reading rooms/libraries
10 Number of community centres
11 Number of panchayat ghars

(15) Co-operative Societies

| Sl. No- | Type of society | No. of socie-ties | No. of mem-bers | Amount of share capital realised | Out standing loans at the end of last year | Amount of loans advanced to members last year | Loans recovered during last year | Value of business turn-over last year |
|---|---|---|---|---|---|---|---|---|
| (1) | (2) | (3) | (4) | (5) | (6) | (7) | (8) | (9) |
| 1 | Credit societies | | | | | | | |
| 2 | Industrial co-operatives | | | | | | | |
| 3 | Farming | | | | | | | |
| 4 | Multi-purpose | | | | | | | |
| 5 | Others (specify) | | | | | | | |

1 Godowns constructed by co-operative societies (no.)
2 Seed multiplication farms (no.)
3 Area coverd by the farming co-operatives (in acres)

(16) Local Bodies

| Sl. No. | Type of local bodies | Number | Number of villages covered |
|---|---|---|---|
| (1) | (2) | (3) | (4) |
| 1 | Panchayats | | |
| 2 | Vaillge councils | | |
| 3 | Vikash mandals | | |
| 4 | Others (specify) | | |
| 5 | | | |
| 6 | | | |
| 7 | | | |
| 8 | | | |

(17) Rural arts, crafts and industries.

| Sl. No. | Type of industry | | Number of | |
|---|---|---|---|---|
| | Name | Code No. | Households | Persons engaged |
| (1) | (2) | (3) | (4) | (5) |
| | | | | |

(18) Special remarks (if any)

*Block Survey Report*

Village Schedule 1—List of House-holds

(1) General particulars

| | | | |
|---|---|---|---|
| 1 | State | 8 | Area of village (acres) |
| 2 | District | 9 | Population (1951 Census) " |
| 3 | Tehsil | 10 | Number of households |
| 4 | Block | 11 | Name of VLW |
| 5 | Category of block | 12 | Date of commencement of survey. |
| 6 | Month & Year of allotment | 13 | Date of completion of survey. |
| 7 | Village | | |

(2) List of households

| Sl. No. of house | Sl. No. of house-hold | Name of head of household | Principal means of liveli-hood | Industry | | No. of persons engaged | | Remarks |
|---|---|---|---|---|---|---|---|---|
| | | | | Discrip-tion | Code No. | Males | Females | |
| 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 | 9 |
| | | | | | | | | |

*Block Survey Report*

Village Schedule 2 – Village Statistics

(1) General particulars

| | | | |
|---|---|---|---|
| 1 | State | 7 | Population of village (1951 Census) |
| 2 | District | 8 | Number of households (1951 Census) |
| 3 | Tehsil | 9 | Month and year of filling up this schedule. |
| 4 | Block | 10 | Name of V. L. W. |
| 5 | Category of block | | |
| 6 | Area of village (acres) | | |

(2) Land utilisation (in acres)

| Sl. No. | Type of utilisation | Year . . . . | Year . . . . | Year . . . . |
|---|---|---|---|---|
| (1) | (2) | (3) | (4) | (5) |
| 1 | Net area sown | | | |
| 2 | Area sown more than once | | | |
| 3 | Sub-total (1) (2) | | | |
| 4 | Current fallows | | | |
| 5 | Old fallows | | | |
| 6 | Culturable waste | | | |
| 7 | Land put to non-agricultural use | | | |
| 8 | Barren and unculturable land | | | |
| 9 | Permanent pastures and grazing land | | | |
| 10 | Forest | | | |
| 11 | Miscellaneous trees, crops & groves not included in (1). | | | |
| 12 | total (1) (4) to (11) | | | |

(3) Area under crops (in acres)

| Sl. No. | Name of crop | Year . . . . . | | Year . . . . . | | Year . . . . . | |
|---|---|---|---|---|---|---|---|
| | | Total | Irrigated | Total | Irrigated | Total | Irrigated |
| (1) | (2) | (3) | (4) | (5) | (6) | (7) | (8) |
| 1 | Rice (autumn) | | | | | | |
| 2 | Rice (winter) | | | | | | |
| 3 | Rice (summer) | | | | | | |
| 4 | Jowar (kharif) | | | | | | |
| 5 | Jowar (rabi) | | | | | | |
| 6 | Bajra | | | | | | |
| 7 | Maize | | | | | | |
| 8 | Ragi | | | | | | |
| 9 | Wheat | | | | | | |
| 10 | Barley | | | | | | |
| 11 | Other cereals | | | | | | |
| 12 | Total cereals | | | | | | |
| 13 | Gram | | | | | | |
| 14 | Tur (arhar) | | | | | | |
| 15 | Other pulses | | | | | | |
| 16 | Total pulses | | | | | | |
| 17 | Total food grains | | | | | | |
| 18 | Fruits | | | | | | |
| 19 | | | | | | | |

(3) Area under crops—*contd.*

| Sl. No. | Name of crop | Year | | Year | | Year | |
|---|---|---|---|---|---|---|---|
| | | Total | Irrigated | Total | Irrigated | Total | Irrigated |
| (1) | (2) | (3) | (4) | (5) | (6) | (7) | (8) |
| 20 | Other food crops | | | | | | |
| 21 | Sub-total (food crops) | | | | | | |
| 22 | Cotton | | | | | | |
| 23 | Jute | | | | | | |
| 24 | Other (fibres) | | | | | | |
| 25 | Sub-total (fibres) | | | | | | |
| 26 | Groundnut | | | | | | |
| 27 | Castor | | | | | | |
| 28 | Sesamum (oil seeds) | | | | | | |
| 29 | Linseed | | | | | | |
| 30 | Rape & mustard | | | | | | |
| 31 | Other oil seeds | | | | | | |
| 32 | Sub-total (oil seeds) | | | | | | |
| 33 | Sugarcane | | | | | | |
| 34 | Tobacco | | | | | | |
| 35 | Other non-food crops | | | | | | |
| 36 | Total (non-food crops). (25)+(32)+(35) | | | | | | |
| 37 | Total (all crops)(21)(36) | | | | | | |

(4.1) Livestock : cattle

| Sl. No. | Description | Number |
|---|---|---|
| (1) | (2) | (3) |
| 1 | Breeding bulls over 3 years | |
| 2 | Working bullocks ,, | |
| 3 | Other bulls ,, | |
| 4 | Sub-total(males over 3 years) | |
| 5 | Cows over 3 years: breeding in milk | |
| 6 | ,, : breeding dry | |
| 7 | ,, : working | |
| 8 | ,, : others | |
| 9 | Sub-total (females over3years) | |
| 10 | Young stock | |
| 11 | Total cattle(4)+(9)+(10) | |

(4.2) Livestock: buffaloes

| Sl. No. | Description | Number |
|---|---|---|
| (1) | (2) | (3) |
| 1 | He buffaloes over 3 years breeding | |
| 2 | ,, : working | |
| 3 | ,, : others | |
| 4 | Sub-total(males over 3 years) | |
| 5 | She-buffaloes over 3 years : ,, breeding in milk | |
| 6 | ,, :breeding dry | |
| 7 | ,, :working | |
| 8 | ,, :others | |
| 9 | Sub-total(females over3years) | |
| 10 | Young stock | |
| 11 | Total buffaloes(4)+(9)+(10) | |

(4.3) Other livestock and poultry

| | | | | | |
|---|---|---|---|---|---|
| 1 | Sheep | | 4 | Other livestock (specify) | |
| 2 | Goats | | 5 | Total livestock (1) to (4) | |
| 3 | Horses and ponies | | 6 | Poultry | |

(4.4) Agricultural machinery

| Sl. No. | Description | Number | Sl. No. | Description | Number |
|---|---|---|---|---|---|
| | *A. ploughs* | | | *D. Pumpsets (for irrigation purposes only)* | |
| 1 | Woodden | | 7 | Worked by oil engines | |
| 2 | Iron | | 8 | Worked by electricity | |
| | *B. Sugarcane Crushers* | | | *E. Others* | |
| 3 | Worked by power | | 9 | Tractors (for agricultural purposes only). | |
| 4 | Worked by bullocks | | 10 | Carts | |
| | *C. Ghanies* | | | | |
| 5 | Five seers and more | | | | |
| 6 | Less than five seers | | | | |

(5) Irrigation

| Sl. No. | Type of irrigation | Number/ length | Net area irrigated | Sl. No. | Type of irrigation | Number/ Length | Net area irrigated |
|---|---|---|---|---|---|---|---|
| (1) | (2) | (3) | (4) | (1) | (2) | (3) | (4) |
| 1 | Wells (no.) | | | 5 | Others | | |
| 2 | Tube-wells(no.) | | | 6 | | | |
| 3 | Tanks (no.) | | | 7 | | | |
| 4 | Channels (in yds.) | | | 8 | Total | | |

(6) Education

| Sl. No. | Type of institution | Number of | | Number of students | |
|---|---|---|---|---|---|
| | | Institutions | Teachers | Boys | Girls |
| (1) | (2) | (3) | (4) | (5) | (6) |
| 1 | Primary school with school buildi g | | | | |
| 2 | Primary school without school building | | | | |
| 3 | Middle or secondary schools | | | | |
| 4 | High schools | | | | |
| 5 | Number of adult literacy centres functioning | | | | |
| 6 | No. of reading rooms/ libraries | | | | |
| 7 | No. of community centres | | | | |

(7) Health and rural sanitation

| Sl. No. | Item | Number | Sl. No. | Item | Number |
|---|---|---|---|---|---|
| (1) | (2) | (3) | (1) | (2) | (3) |
| | Drinking water facilities | | | | |
| 1 | Masonary wells | | 4 | Tanks | |
| 2 | Tube-wells | | 5 | Other (specify) | |
| 3 | Atisian wells | | | | |

1 Drinking water supply is sufficient/insufficient throughout the year/insufficient at certain seasons.
2 The drainage system is good/fair/bad/very bad
3 Is the village electrified ?
4 Is it classified as a model village ?

(8) Local bodies

1 Does the village constitute a separate Panchayat ?
2 If no, does it get include in any other village Panchayat ?
3 Name of that Panchayat.
4 Is there a Panchayat Ghar in the village ?

(9) Housing

1 Number of pucca houses
2 Number of other houses

## Block Survey Report

*Brief Explanatory Notes on the Items in the Schedules:*

| | |
|---|---|
| *Block* 1: *General Particulars:* | Self explanatory. |
| *Block* 2: *Towns with Population of* 5,000 *and* | |

*Block* 3: *Age Distribution*: This will be obtained by noting down the percentage age distribution as available in the 1951 Census for the tehsil or the appropriate Census tract, in which the present Block is mostly situated and applying these percentages to the total population of the Block as ascertained from the 1951 Census.

*Block* 4: *Means of Livelihood Distribution (rural population)*: This will again be obtained from the 1951 Population Census.

*Block* 5: *Land Utilisation*:

*Block* 6: *Area Under Crops*: This information will first be obtained in respect of each village in Village Schedule 2 and thereafter aggregated for all the villages in the Block.

*Block* 7: *Livestock and Agricultural Machinery*: This again will be obtained at the village level from the latest available livestock census and thereafter aggregated over all the villages in the Block.

*Block* 8: *Rainfall in the Preceding Agricultural Year*: This relates to the records of the rain gauge station, if any, situated within the Block or the one nearest. If there are no clearly demarcated seasons, the figures may be given for the four quarters of the year ending with March, June, September and December.

*Block* 9: *Irrigation*: This information will be obtained from the village records and local enquiry, first for each village (*see* Village Schedule 2) and then aggregated over all the villages in the Block.

*Block* 10: *Agricultural Reasons of Important Crops*: This Information relates to the Block as a whole and will be obtained in consultation with the Agricultural Specialist and other well informed Residents.

*Block* 11: *Wholesale Markets*: All the wholesale markets in the Block will be enumerated one after the other giving for each the details as to whether it is regulated or unregulated, permanent or temporary and if temporary, frequency with which it functions and finally the names of the important commodities in which it transacts.

*Block* 12: *Communications*: Information in this Block will be obtained only at the Block level and compiled from existing records, either of the Government or of Local Boards, including Panchayats, if any. Only item 6 needs a more detailed enquiry and can be obtained through Village Level Workers.

*Block* 13: *Rural Health and Sanitation*: Of the 24 items in the Block, all except 12 to 22 will be obtained only at the Block level. The rest will be aggregated from the Village Schedule 2. The items are self-explanatory.

*Block* 14. *Education and Social Education*: Information on the items of this block will be aggregated from Village Schedule 2 where a separate provision has been made for them.

*Block* 15: *Co-operative Societies*: This information will be extracted from the records of the Co-operative Societies which are all registered.

*Block* 16 : *Local Bodies* : This information will be obtained by a local enquiry with the help of the village level workers.

*Block* 17: *Rural Arts, Crafts and Industries*: This information will be aggregated from the Village Schedule 1 which provides for a house to house enquiry for this purpose. The basic industries which are of interest are those under the charge of the several Development Boards and the Khadi Commission.

(iv) *Supplementary Note, Recommendation of the Sixth Joint Conference of Central and State Statisticians and the Technical Working Group of Statisticians on Statistics selating to C. D.*

The revised schedules for Progress Reports and the Block Survey Report, as recommended by the 6th Joint Conference of Central and State Statisticians and the Technical Working Group, have been examined in the Ministry of Community Development. It is considered necessary that the Progress Report should include some more additional items to meet the requirements of this Ministry, particularly in view of the changing emphasis in the various activities covered by the programme. A list of the additional items recommended it attached. They are such that they lend themselves to reliable reporting by the block level staff.

2. In the view of this Ministry, it would be desirable to have both the parts of the *Annual* Progress Report for the year ending 30th September, as more up-to-date material would then be available for the preparation of the Annual Administration Report for presentation to Parliament.

3. The Sub-Committee may please consider the above suggestions.

## Enclosure to supplementary note on Agenda item III(iv)

*List of Additional Items/Modifications Suggested to the Schedules Circulated with Note on Agenda Item III (iv)*

### I. Quarterly Progress Report (Q.P.R.)

| *Additional Items* | *Modification* |
|---|---|
| (3.1) *Agriculture & Animal Husbandry:* | |
| (i)* Improved animals supplied:<br>(a) Cattle (No)<br>(b) Sheep (No.)<br>(c) Goat (No.)<br>(d) Pig (No.) | A rearrangement of items under "E. other items" is suggested. The information may be reported under two Heads: "E. Animal husbandry", under which information on items 4,5,6, 7 and 8 of the Schedule may be furnished. These items will become Sl. Nos. 1,2,3,4,5, respectively under the new head "Animal Husbandry".<br>The second head will be "F. other items". Under this head information for Sl. Nos. 1,2,3,9,10,11 may be furnished. In the rearrangement of items Sl. Nos. 9,10,11 will become Sl. Nos. 4,5,6 under the head "Other Items". |
| (ii) No. of Silage pits filled. | |
| (3.5) *Social Education* | |
| (i) Village leaders' training camps:<br>1. No. organised<br>2. No. of functional leaders trained. | |
| *Village & Small Industries:* | |
| (i)** Expenditure sanctioned for various cottage and small industries schemes | |

NOTES.—* Improved animals supplied is an item already included in the Schedules. Separate information by species of animals supplied is, however, needed to ascertain that adequate importance is being given to their development.

**The information can be obtained provided the sanctions are made through the Block Extension Officer incharge of Village & Small Industries by the various sanctioning authorities.

| *Additional Items* | *Modifications* |
|---|---|
| by the State Government, All-India Boards and Khadi Commission, through the State Governments, State Boards, Registered Institutions and Cooperatives. | |
| (ii) No. of Ambar Charkhas introduced | |
| (iii) No. of brick kilns started | |
| (iv) No. of bricks manufactured | |
| (v) No. of sewing machines distributed | |
| (vi) No. of new tennery pits started | |
| (vii) No. of improved ghanis introduced | |
| (viii) No. of flaying centres started | |
| (ix) No. of bee-hives introduced | |
| (x) No. of implements distributed: | |
| (a) Blacksmithy | |
| (b) Carpentry | |

**II. Annual Progress Report (A.P.R.) Part I.**

(2.1) *Agriculture & Animal Husbandry:*

| | |
|---|---|
| (i) Seed multiplication farms set up (No.) | No. of A. I. Centres functioning be further sub-divided according as they are established with block funds or under the All-India Key Village Scheme. |
| (ii) No. of animals inoculated and vaccinated against communicable diseases. | |
| (iii) No of poultry vaccinated. | |
| (iv) No. of sheep farms functioning | |
| (v) No. of goat farms functioning | |
| (vi) No. of piggery units functioning | |
| (vii) No. of breeding centres functioning: | |
| (a) for cattle | |
| (b) fo sheep | |
| (c) for poultry | |
| (d) for piggery | |
| (e) others. | |

(2.2) *Health and Rural Sanitation:*

(i) No. of training centres for village dais

| Additional Items | Modifications |
| --- | --- |
| (ii) No. of dais trained | |
| (iii) No. of dais under training | |
| (2.3) *Education:* | |
| (i) No. of women teachers in village schools. | |
| (2.5) *Social Education:* | |
| (i) No. of community centres located in schools. | |
| (ii) No. of community centres located outside the schools. | |
| (iii) No. of information and public relations centres functioning. | |
| (iv) Women's participation: | |
| (a) No. of women's cooperatives | |
| (b) No. of women members in | |
| 1. Block Advisory Committee | |
| 2. Cooperatives | |
| 3. Panchayats | |
| 4. Vikas Mandals. | |
| (2.6) *Village & Small Industries:* | (i) Substitute 'Village & Small Industries' for 'rural arts, crafts and industries'. (ii) Substitute 'Training Centres' for Demonstration-cum-training Centres. |

*Modifications Suggested to the Schedules Circulated with Note on Agenda Item III (iv)*

III. *Block Survey Report (B.S.R.):*

(7.3) Other Live-stock, Poultry and Village Schedule II-Village Statistics.

Information on Poultry may be called for separately in regard to:

(a) Fowls

(b) Ducks

III(iv) *Indicators of Progress Frequency and Content of Returns*:

The Periodicity and coverage of progress reports to be prepared at the block level were discussed at the Conferences of Development Commissioners. At Mussoorie, there was a substantial minority opinion against quarterly reports in the appropriate subject committee. The majority was also conscious of the possible inconvenience arising from too frequent as well as too much reporting. Nevertheless, on balance it felt that from the point of view of inculcating the form-filling habit, there was some advantage in a prescribed routine of quarterly returns restricted, if necessary, to a minimum number of items. The general Conference, however, accepted the minority view and recommended that such reports should be compiled on a half-yearly basis. The subject subsequently came up before a working group set up by the Conference of Central and State Statisticians held in December last year. This group reverted to the idea of a quarterly report and has in fact prepared a standard form for the purpose (circulated separately).

2. Comparison between the restricted list of items suggested by the Mussoorie Conference and the latest proposals of the Statistical group would also reveal the much wider scope implicit in the latter. It is arguable that under certain heads such as distribution of improved seeds, fertilizers and implements, details are unavoidable. But are there not clear advantages in reserving additional items like social education, rural sanitation and cooperation to the supplementary annual list ?

3. In any case, quarterly evaluation of the people's contribution would seem to be an impossible task to set for the *gram sevak* to whose shoulders all burdens have tended to shift ultimately. Such statistical exercises will be opportune when the block level progress assistant will not only have put in his appearance all over but also gathered the necessary initial momentum. It all depends on how soon this will be.

*Supplementary Note on Agenda item III(iv) from Government of Madhya Pradesh*

(1) *Comparison of the Progress in Different Blocks on the Basis of Key-indicators*:

The existing system of comparing the progress of different blocks every quarter does not seem to be a very rational one. The progress of a block should be evaluated on the basis of achievements made in relation to the minimum targets under each sector. The achievement in terms of absolute figures does not give an accurate idea. For example if the minimum target is to have one Sanitary Drinking Well in every village and if 70 out of 100 villages in a block have already Sanitary Wells, only 30 more wells will be required for that block. In another block, perhaps, 60 may be required. Hence, if the second block constructs 40 wells, it does not mean that it has done better than the first block. Again, if the policy of one State is to have one Primary School

for a population of 1,000 during the Second Plan period and if the policy in another State is to have a school for a population of over 500, naturally more schools will be opened in the second State. This does not mean that in Education sector, block in second State have done better than in the first State because it is merely a question of the availability of funds in the Second Five Year Plan. The same will apply to various activities as Veterinary Dispensary, Key-Village Centres, Agricultural farms etc.

My suggestions are:—

(i) That the achievement under Key-indicators should be compared not in terms of absolute figures but as percentage of minimum targets fixed for the block by any State.

(ii) In the sphere of Agriculture, the distribution of Seeds, Fertilisers etc. should not be compared in terms of quantity but should be compared in terms of the percentage of the area covered.

(iii) The key-indicators should also be revised and only those items should be included which are capable of being compared in different blocks.

(2) *The Method of Calculating Peoples' Participation*:

The contribution of the people in cash, material, labour land etc. for works of common benefits is counted towards Peoples' participation. But in actual calculation of peoples' participation in any work, the value of material, the value of labour etc. have to be calculated. This is a very difficult task and the figures for such calculations are not easily available because the works are executed through hundreds of Panchayats and village-bodies. It is necessary that a simple formula should be evolved for calculation of peoples' participation. It is suggested that peoples' participation may be reckoned on the total estimated cost of a work according to the P.W.D. or the sanction schedule for that area minus the contribution made by the Government for that work. This would be a simple formula and can be applied uniformly in all States for the sake of comparison.

III(v) *Supervision and Guidance in Regard to Block Reporting by State Statistical Bureaus*:

For ensuring reliability of Community Development Statistics, it is of utmost importance that the field machinery responsible for collection and compilation of primary data is properly trained for this purpose and its work is adequately supervised. Training of field staff particularly the Village Level Worker, who deals with a substantial part of the primary collection is a difficult and long-range programme. The recruitment of a qualified Progress Assistant for each Block and the integration of the Administrative Intelligence Units with the State Statistical Bureaus will help in drawing up a suitable programme of training and supervision over the collection of primary data.

2. The Progress Assistant has, by and large, to be assigned the task of training the Village Level Workers on the concepts and definitions of several items, the procedures of collection of information, and the records to be maintained by them. The Village Level Worker should also receive some rudimentary training on preparation of schedules and tabular statements. A Manual for Village Level Workers' Records was prepared earlier by the P.E.O.; this has to be revised and elaborated in the light of present requirements. The detailed procedures of collection will vary from State to State according to individual conditions and requirements, which also should be taken into account by the Manual. The State Statistical Bureaus may be requested to undertake these revisions in consultation with the Ministry of Community Development and Central Statistical Organisation.

3. The Progress Assistant will be responsible for exercising a supervisory check over the primary compilation by the V.L.W. This implies that he should be frequently out on inspection which has not been the practice so far. It is difficult to prescribe in advance the actual quantum of supervision that can be undertaken by a Progress Assistant. The State Statistical Bureaus may go into this taking into account the work-load of the other items of work entrusted to the Progress Assistants.

4. In addition to supervising the work of the V.L.Ws., the Progress Assistant will himself undertake some primary field work particularly relating to such items for which sample surveys are recommended. He will also abstract information from the records maintained by other subject-matter specialists located both inside the Block and outside. His own work has therefore to be constantly supervised. The District Statistical Officers appointed under the State Statistical Bureaus will have a very important role to play in this connection. They will not only co-ordinate the statistics of various blocks (within the district) but spend a part of their time in visiting the blocks and personally inspecting the work of the Progress Assistant. It is understood that a number of districts do not yet possess a District Statistical Officer. However, in view of the intensity of the Community Development Programme and the large number of blocks already in existence, the C.S.O. may be requested to take the necessary action for recruitment of District Statistical Officers in all blocks by 1959 at the latest.

5. Until each district has its own district Statistical Officer it would be desirable to enlarge the jurisdiction of the existing District Statistical Officers so as to cover the whole area even with the existing number.

6. Apart from the District Statistical Officer, other subject-matter specialists like the District Agricultural Officer and the District Land Records Officers should generally supervise the collection of statistics relating to their own subject. In

particular the Block-level Extension Officers belonging to these departments should be very closely associated with the Progress Assistants in regard to compilation of data and should share the responsibilty for ensuring its accuracy, if possible, by direct supervision of the primary collection.

7. As already mentioned, the programme of improvement of primary statistics is a protracted and long-range programme. No off-hand solutions can be prescribed. They have essentially to grow out of experience. It is necessary to have a frequent review as to how the statistical system is functioning. In order to achieve this, it would be desirable to have both at the State and at the All-India levels Standing Committees attached to State Statistical Bureaus and the C.S.O. respectively with the primary object of reviewing the progress and suggesting improvements in the collection of data. The Standing Committee at the Centre may comprise representatives of the Ministries and central institutions and a few Statistical Bureaus on lines similar to the Working Group set up for the rationalisation of Community Development Statistics. The Standing Committee at the State Level may like-wise comprise State Departmental representatives actively associated with the Community Development Programme and also a representative each from C.S.O. and the Ministry of Community Development. The C.S.O. and the State Statistical Bureaus respectively will be the convening organisations with a big responsibility of discharge.

*Statement Showing the Latest Position of Recruitment & Training of Progress Assistants.*

As on 31-3-1958

| State | No. of Blocks allotted as on 31-3-58 | No. of Progress Assistants | | Qualification | | | No. trained | No. under training |
|---|---|---|---|---|---|---|---|---|
| | | Sanctioned | In position | Matriculates (No.) | Under graduates (No.) | Graduates (No.) | | |
| 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 | 9 |
| 1. Andhra Pradesh | 185 | 185 | 150 | 76 | 34 | 40 | .. | .. |
| 2. Assam . . | 57 | 57 | 56 | 47 | 6 | 3 | .. | .. |
| 3. Bihar . . | 252 | 252 | 202 | .. | .. | 202 | 202 | .. |
| 4. Bombay . | 211 | 171 | 131 | 8 | .. | 123 | 130 | .. |
| 5. Kerala . . | 64 | 51 | 30 | .. | 30 | .. | 30 | .. |
| 6. Madhya Pradesh . . | 197 | 197 | 70 | 5 | 18 | 47 | .. | .. |
| 7. Madras . | 135 | 110 | 1 | | | | | |

| 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 | 9 |
|---|---|---|---|---|---|---|---|---|
| 8. Mysore . . | 119 | 52 | 35 | 30 | .. | 5 | 35 | .. |
| 9. Orissa . . | 122 | Information not received. | | | | | | |
| 10. Punjab . . | 120 | .. | | | | | | |
| 11. Rajasthan . | 102 | 102 | 14 | -- | .. | 14 | .. | .. |
| 12. Uttar Pradesh | 333 | .. | .. | .. | .. | .. | .. | .. |
| 13. West Bengal . | 120 | -- | | | | | | |
| 14. Jammu & Kashmir . . | 46 | .. | | | | | | |
| 15. Union Territories . . | 59 | 28 | 16 | 9 | 1 | 6 | .. | .. |
| TOTAL . . | 2,122 | 1,205 | 705 | 175 | 89 | 440 | 397 | .. |

## Main Recommendations and Conclusions

(i) *Integration of Administrative Intelligence Units with the State Statistical Bureaus* : The Conference urged that the integration of Administrative Intelligence Unit with the State Statistical Bureau should be given effect to without any further delay in all such States where it had not already been done. In case there was any difficulty in locating the Unit physically within the State Statistical Bureau, the Conference suggested that the Unit might remain in the Planning Department, but should function under the administrative and technical control of the State Statistical Bureau.

(ii) & (iii) *Appointment and Training of Block Level Progress Assistants*: The Conference are recommended as follows:—

(a) Recruitment of Progress Assistants in all the blocks allotted so far should be expedited. Such of the States which could not give effect to this recommendation owing to shortage of finance, need no longer experience this difficulty, in view of the increased funds provided for staff under the Revised Programme. Immediate steps may, therefore, be taken in these States also to recruit the Progress Assistants.

(b) The minimum qualifications prescribed for the Progress Assistants should be strictly adhered to and the State Statistical Bureaus should be actively associated with the recruitment of this staff.

(c) The posts of Progress Assistants should be treated as technical and borne on the cadre of the State Statistical Bureau.

(d) In view of his increased responsibilities, *e.g.*, supervising the statistical work and records of the V.L.Ws. and checking Block level records of extension officers, it was felt that Progress Assistant should have the same status as other Block level extension officers and that his pay scale should accord with this status. Some Development Commissioners, however, did not share this view.

(e) The training programme of the Progress Assistants should be so phased that trained personnel would be in position before 30th September, 1959 in at least 75 per cent of the Blocks in existence on 1st April, 1958.

(iv) *Recommendations of the 6th Joint Conference of Statisticians, on Statistics Relating to Community Development*: The Conference approved the revised schedules prescribed by the Technical Working Group of Statisticians for the Quarterly Progress Report, Annual Progress Report, and Sample Surveys, but recommended that the sample surveys should, in the first instance, be tried out only on a pilot basis and the experience gained in the first year reviewed before taking them up in all the blocks.

The Conference generally approved the details of the Block Survey Report with the exception of Village Schedule No. 1, which, it suggested, should be suitably revised to dispense with the need for complete enumeration of households in the village.

The Conference recommended that the Block Survey Report should, in future, be invariably prepared during the pre-extension period of the block. Such a report should also be prepared immediately for all the blocks inaugurated since October, 1957. The data obtained through the Block Survey Reports should be utilised for preparing the plan for the development of the block.

(v) *Supervision and Guidance in Regard to Block Reporting, by State Statistical Bureaus*: The Conference recommended that District Statistical Officers should be in position in all districts by the end of 1959 with a view to ensuring effective supervision over the work of the Progress Assistants. It also suggested that *ad-hoc* arrangements for supervision may be made until all the District Statistical Officer were in position.

The Committee recommended that the strength of supervisory staff at the State Headquarters level should be suitably strengthened depending on the total number of blocks in operation in a State.

(iv) *Fifth Evaluation Report Summary of Conclusions*:

## CONCLUSIONS.

*Current Evaluation.*

1. *The Personnel and Finances of a Block Should be Proportionate to its Size*:

Our study shows that the average block is 25% larger than the programme's norm in terms of population, and that large blocks do not have proportionately larger personnel and finance. This has led to dilution of the programme in these blocks. There are cogent reasons for making the block fit into the existing administrative units. This may, however, lead to the creation of blocks larger than the programme has prescribed. The blocks personnel and finance should be proportionately increased in such cases.

2. *The Blocks Should be Increased in Number Only as the Supply of Personnel Increases*:

Out study shows that shortage of block personnel continues to be serious. For example, 40% of them had no B.D.Os to look after them for varying lengths of time and 60% of the N.E.S. and C.D. blocks had no agricultural specialist for nearly a fourth of the periods during which the programme had been in operation in them.

3. *The Programme and the Staffiing Pattern of the Blocks Should be in Accordance with the Special Needs of the Areas Where They are Located*:

There has been something like an attempt to make blocks with widely different conditions fit into the same straight-jacket in respect of staff and programme.

The staffiing of different blocks does not seem to have been done with serious reference to their special needs and circumstances. In fact, the block programmes themselves do not seem to have been evolved in terms of their needs and circumstances. The result is that the effective service that the blocks receive is less than what the size of their staff would suggest. Moreover, in many instances, the programme does not touch some of the basic problems of the block and its impact on the block's economy and people is small. In particular the programme and the staff have not been adjusted to the requirements of the less developed, dry areas which cover the bulk of the country. The programme has been also ineffective in tribal and hilly areas. On the other hand, some of the relatively developed areas which can profitably use more specialised assistance do not get it.

4. *The Status of the Block Development Officer and his Qualifications Should be Higher than They are at Present*:

With the move towards democratic decentralisation. the pooling together of block and departmental resources in men and money, the emphasis on area development and increase in the block staff and the number of the Gram Sevaks, the responsibilities of the B.D.O. would increase and he would occupy a key position in the whole scheme of development. These changes call for persons of higher calibre and higher status.*

5. *Stress Should be Given to the Development of Extension Work in All Fields Besides Agriculture and Specialists Believed as much as Possible of administrative work*:

There is little extension work outside agriculture. But it is extension work which brings the Block specialists into contact with the B.D.O. and gives him the opportunity to participate in the planning of the blocks development. This, of course, implies, as a prior condition, that there must be in these fields more specialists than are required for the running of the basic service unit. Where, for example, the health experts are not enough in number to run the rural dispensaries, they cannot evidently take up extension work.

According to our findings, most of the problems with which the block level specialist is worried are administrative. Among the problems referred to by him to the district level specialist, the administrative and financial question predominate.

6. *The Contact Between the Block Specialist and the Gram Sevak should be developed. The role and the jurisdiction of the latter should be more clearly thought out*:

At present the contacts between the Block level specialist and the Gram Sevak in fields other than Agriculture are few and far between; most of these specialists are engaged in routine work in their fields while the Gram Sevak is pre-eminently an extension worker. Moreover, the Block level specialists feel that they can do without the Gram Sevak. He is according to them either not available or not qualified enough in their fields to act as a channel for the transmission of technical assistance to the villager. This situation hardly fits in with the concept of the role of the Gram Sevak as the multi-purpose extension worker. The latter should either be qualified in more fields than he is at present, but have a smaller area to look after, or alternatively he should be more qualified in a few fields and share with other village level specialists, the task of serving a bigger charge. More thinking should be devoted to this basic issue. The basic role of the Gram Sevak is that of the general purpose extension worker, which is buttressed by his specialised knowledge of the most important field, *viz.*, agriculture.

*Action in this direction is already being taken by the Ministry of Community Development, Govt. of India.

It is difficult to think of him as a multi-purpose specialist, and as the rural economy develops, the need for specialised services will grow and the number of specialised functionaries at the village level have to be increased.

As it is, the Gram Sevak's charge is, on the average, 25% larger than the norm laid down by the programme, which, according to our enquiry, approximates to what the Gram Sevak's, generally speaking, consider to be the optimum charge. However, the Gram Sevak's activities do not, at present, extend to all fields, and the service they render to villages which are not their headquarters is extremely limited. 45% of these villages do not receive a visit by him even once a month.

7. *The Procedure Involved in Making Funds available to the Block Requires Simplification*:

Block development has suffered from under-budgetting and under-spending of the budgetted amounts. The main reason for the latter has been procedural; funds have not been sanctioned and sanctioned amounts not made available to the blocks soon enough. Steps were taken during the first two years of the community projects to decentralise powers in this respect. But there seems to be still considerable room for improvement. There has not been also enough of planning ahead. On the other hand, according to our enquiry most B.D.Os feel that their block budgets are insufficient and they could usefully spend more money on the development of their charges.

8. *The Issues Involved in People's Participation in the Programme Requires Thorough Study by all Concerned*:

This issue has been discussed to some extent elsewhere. The Current Evaluation Study shows that the people's participation measured per capita and in terms of money value, was higher in the C.D. than the N. E. S. Blocks. But in both categories of blocks, the value of this contribution tended to decline as the block period drew to its close.

9. *For the Under-privileged Sections of the Rural Society to Secure more Benefit out of the Programme, the Latter must be Reoriented Considerably, in Favour of Non-agricultural or Rather Non-land Holding Classes*:

According to our enquiry, the Harijans and the backward classes have benefited along with others from the constructions of village roads, the digging of drinking water wells and the setting up of village schools. The drinking water wells and still more the schools have been open to them in the large majority of instances, while they have shared with others the convenience of better village roads. The instances in which they have been forced to give their labour or give more of it than others are few. But the programme's activity is, by and large, concentrated on cultivation, and in as much as Harijans and the backward classes are either landless labourers or rely upon other occupations, they have not participated in the benefits of the programme

## *Acceptance of Practice*

*Improved Seeds*:

1. *Greater extension effort is required, especially for non-cash crops, and among the smaller cultivators. The extension service should also be reoriented with emphasis on convincing the doubting farmer of the real superiority of the improved varieties and on better arrangement for supply rather than on the provision of finance*:

Our enquiry shows that quite a proportion of the cultivating households seem to have no knowledge of improved seeds; that cultivators have taken to the use of improved seeds much more in the case of cotton and sugar-cane than of wheat, paddy, potato and jowar; and that among these adopting cultivators those with the larger holdings predominate. Appreciable percentages of the farmers who are dissatisfied with improved seeds or have given them up seem to be unconvinced of their alleged superiority. Very few of them complain about lack of finance, but an increasing number have experienced difficulty in securing the supply.

*Fertilizers*:

2. *The extension service for fertilizers has to develop even more than for improved seeds, both quantitativelv and qualitatively and more for, fertilizers other than ammonium sulphate. It has to be linked with the extension work for improved seeds and adequate provision for the supply of finance to the farmer has to be made. More attention has to be given to the long term suitability of the fertilizers to the soils of the areas where they are recommended as also to their prices relatively to their yields on the average farm*:

Our data show that a much smaller percentage of the cultivating households have taken to the use of fertilizers than of improved seeds. Extension effort in this field, speaking generally, might have been, in some measure, inhibited bv the difficultv of supply, actual or anticipated. But the argument would not apply to green manures; a fourth of the households which had not taken to them had "no knowledge" about them. Secondly, the use of fertilizers spread more slowly than that of improved seeds between the two enquiries. Lack of finance is given as the most important reason by the reverting households. Quite a good percentage of such holdings were not convinced of their value and another but smaller fraction had found ammonium sulphate and manure mixtures detrimental to the soil.

*Improved Methods*:

2. *Improved methods should be propagated more extensively especially in the case of the Japanese method, but also more carefully and where possible, in combination with improved seeds and fertilizers. The cultivators should be instructed on the full implication of the Japanese method and all the processes involved should be undertaken. Efforts to*

*spread crop rotation and transplantation should be accompanied by increased irrigation facilities. The labour difficulty that both Japanese method and line sowing have raised should be looked into*:

Our investigation reveals that only 15% of relevant households have taken to the Japanese method of paddy cultivation and that the households which have not taken to it mostly plead ignorance. Households which have not tried crop rotation and transplantation complain mostly of lack of irrigation facilities, while those which have not adopted transplantation and Japanese method give shortage of labour as the most important reason. The farmers who have tried the Japanese method but given it up were not impressed by the results achieved. They feel it involved more labour for which they did not get adequate return. Our Records enquiry, however, shows that the method is applied in a slip-shod manner in many areas. Households which have adopted improved seeds, fertilizers and improved methods are much smaller in number than those which have taken to anyone of these three ways of increasing output. This is probably in part the result of extension services being operated without reference to the individual farm as the unit for development.

### *People's Participation*

(a) *Co-operatives*:

4. *Every possible attempt should be made to bring in the poorer sections of the rural population within the fold of the cooperative movement. The policy of linking loans to credit-worthy purposes rather than to credit-worthy persons should be put into practice more effectively*:

Our enquiry shows that the benefits of the cooperative credit societies go mostly to the larger cultivators in the villages, who also play the dominant part in the panchayats.

(b) *Voluntary Institutions.*

5. *The whole Approach, Content and Technique of the Programme in the Field of Social Activity Should be Examined Thoroughly*:

Our enquiry shows that only a small percentage of the villages as yet possess the social institutions like community centres which have been recommended and that most of these institutions are inactive or moribund. While rural households have participated in large numbers in the construction of village roads, school houses, and drinking water wells, they show little interest in the organisation which are intended for recreation and social intercourse. Probably the programme has not yet struck upon the right type of institutions or the proper technique of social education.

*The Panchayat*:

1. *The Practice of the Panchayat President Selecting his Co-members Should not be Encouraged*;

Contested elections have brought out group rival and probably even aggravated them. But a unanimous panchayat does not necessarily reflect solidarity in the village. On the other hand, it tends further to reduce the interest of the village community in the institution.

2. *The System of Making the Village Patel Ex-officio President of the Panchayat Should be Discontinued* :

The system is followed in some areas, but it does not seem to make for strengthening of the panchayat; in fact the limited experience embodied in our study suggests that the system hampers the working of the institution.

3. *The Experiment with the Panchayat Having to Report its Achievement Periodically to the Gram Sabha and Secure Approval of its Budget needs to be Watched Longer*:

Our study does not show that the meetings of the Gram Sabhas for this purpose have been successful. They have failed to evoke popular enthusiasm and have, generally speaking, proved ineffective.

4. *Additional Responsibility, Especially for Development Work, Should not be Imposed on the Panchayats, at least, for some time to come. The Functions of the Panchayats and Cooperative Societies Should be Clearly Distinguished from one another* :

Our study shows that Panchayats in many areas do not discharge even their elementary civic responsibilities adequately. The load placed on their shoulders should be increased only as they gain in experience and strength. The first concern should be to improve their efficiency as municipal bodies. Ways may, however, be thought out of bringing the panchayats into closer association with developmental work in the villages. Arrangement for supply of seed, development of cottage industries etc. are jobs for the cooperative societies and not the panchayats.

5. *Provision Should be made for the Systematic Education of the Members of the Panchayat on Their Duties and Responsibilities*:

Our study shows that the standard of literacy among the members of the panchayats is very low. As a result, the running of the institution is left largely to the President or the Secretary. The first step in democracy should be to educate, at least, the representatives of the people, on their powers and responsibilities.

6. *The Panchayat Secretary should be a Trained Person and well paid. He should be under the Control of the Panchayat and paid by it even if his salary is contributed by a higher body.*

The panchayat secretary who is a full time servant of the government and paid by it has been found to be of a higher calibre, generally speaking, than others directly engaged by the panchayats themselves. But where the panchayat members including the president are only half literate, he tends to run the institution for them rather than operate as its servant. Our long-run interest is in the effetcive functioning of the panchayat as a democratic institution rather than in its efficient operation as a bureaucracy.

7. *Official control of Panchayats should be Reduced as much as possible*:

Panchayats in many States cannot, on their own, incur expenditure except of a minor character. Their power in other directions is also circumscribed. Our study shows that this has dampened the enthusiasm and thwarted the initiative of the panchayat members and given to the villagers the impression that the panchayat is merely an instrument of the higher government. Democracy with too many safeguards tends to degenerate into bureaucracy.

8. *On the other hand, the inspection of the panchayats should be improved. The role of the panchayat inspector should be not merely inspection but guidance too*:

At present the Panchayat inspection officer has charge over a wide area and the inspection of the village panchayats he carries out tends to be mechanical and few and far between. The situation would improve with the Panchayat inspector becoming a part of the Block Staff, but the role of the inspector has to be widened into that of the friend, philosopher and guide of the panchavat. This weak institution at the base requires fostering as much as checking.

9. *As Regards the Resources of the Panchayats, the Stress Should be on Measures Designed to Promote Fuller Exploitation of the Sources of Income at Their Disposal Rather than on an Expansion of the List of Taxes They are, by Law, Required or Permitted to Impose. Systematic Experiment Should be tried with Specific Purpose Grants from the Government Matched by Contributions Raised by the Panchayats from the Village People*:

Most panchayats have very low incomes, but in no instance does the actual income come near the potential. In general, the panchayats rely upon a very few taxes, but the actual collection is much poorer than the total dues. One way out of this situation may be found in the Bhoodan idea; the villagers may agree to part with some of their land to the panchayat once for all rather than pay taxes to it year in and year out. Panchayats which possess some property in land seem to be better off, other things being equal. than those which do not

have it. A second solution is suggested by the experience of people's participation in projects of common benefits, roads, school houses and drinking water wells. The villagers have responded to the incentive which the matching grants from the Development Programme have offered by coming out with contributions in cash, labour and sometimes, in land. Attempts should be made to exploit this technique more systematically, with the Panchayat as the channel or medium, for the collection and use of the funds raised. Both the solutions are in consonance with our tradition; our people seem to respond to the appeal for gifts more readily than to the demand for regular payment of taxes.

### *Block Records*

I. *Daily Diaries* :

*The daily diary and similar records which relate to the Gram Sevak's own activity should be uniform in pattern and content and submitted regularly to the B.D.O.*:

At present, they differ widely from block to block and in some blocks the Gram Sevaks do not even submit these records to the D.B.Os.

II. *Progress Records* :

(a) *Concepts & Standards*:

*The Concept and Standards relevant to the Progress Indicators should be carefully defined and uniformly enforced*:

This is not done at present. The "improved seed", for example, may mean any one or more of the following; the nucleus seed, seeds obtained from registered growers, progressive farmers, private nurseries, and natural spread. The term "Japanese method" has been applied to an instance of paddy cultivation in which the only new technique is dibbling, while "compost pits" mean in some cases just cow dung piled up on level ground.

(b) *Maintenance & Submission* :

*Progress Reports prepared by the Gram Sevaks should be Uniform in Content and maintained at his Headquarter Village* :

At present they are given less uniform than the daily diaries. Sometimes the Gram Sevak reports on his own activity alone; in other instances his report covers all activities in his circle. In some blocks he does not maintain it at his headquarter village; the B.D.O. gets him to fill up the village improvement sheets at the fortnightly meeting and the sheets are filed at the D.B.O.'s Office.

*The Gram Sevak on Transfer should hand over the Records to His Successor before leaving his Circle* :

This is not done at present in some instances, and the consequent loss of old records considerably reduces the value of progress statistics.

(c) *Coverage*:

*The progress reports should in respect of their coverage, conform to the instructions of the Community Development Ministry; they should include both programme and departmental activities. Both the target figures and the performance data should be shown villagewise as well as in relation to the Gram Sevak's circle.*

Departmental performance is now often omitted from these reports, and with the emphasis on village planning, circlewise data are not enough.

(d) *Checking*:

*Progress reports should be checked on the spot, with a view to verify their correctness, and there should be clear directions to the B.D.O., the extension specialists and the Progress Assistant, on their respective roles. The Progress Assistant should regularly check the data in the field and advise the Gram Sevak on the collection and recording of data*:

At present most checking is done at the desk, rather than in the field, and where the checking is done in the field, it is carried out in a perfunctory manner. Some Progress Assistants have been found saddled with clerical work at the Block headquarters; they do not pay enough visits to the field and check for themselves the progress reports prepared by the Gram Sevaks.

## Main Recommendations & Conclusions

### *General*

The Conference took note of the fact that the Evaluation Report reached the hands of the delegates just on the eve of the Conference, thus making it impossible for them to study it properly. The Conference recommended that, in future, the Report and its Summary should be made available to the States at least two weeks before the Conference.

2. In the opinion of the Conference the number of samples selected for evaluation purposes was small and should be increased if the evaluation were to be realistic and useful.

3. The Conference recommended that the P.E.O. should consult the Development Commissioner or his nominee soon after the collection of the current evaluation data was completed in a State, so that facts not brought to light might be explained. The Conference also recommended that the P.E.O. should communicate to each State Government the conclusions reached in respect of the State, along with an appraisal of the working of the programme in the State.

### *Current Evaluation*

(i) *The Personnel and Finances of a Block should be Proportionate to its size* :

The Conference recommended that, wherever, necessary, the blocks should be suitably delimited, but if it was not possible to do so immediately, there should be an appropriate increase in both the staff (particularly the V.L.Ws.) and the finances of the blocks.

(ii) *The status of the Block Development Officer and his qualifications should be higher than they are at present*:

The Conference recommended that the B.D.O. should have the status of a gazetted officer, in view of his increased responsibilities.

(iii) *Stress should be given to the development of extension work in all fields besides agriculture and specialists relieved as much as possible of administrative work*:

The Conference expressed the view that wherever a whole taluka was covered with blocks, it would not be necessary normally to have departmental officers other than the Extension Officers in the blocks, and that they should do both administrative and extension work, always giving priority to the latter.

(iv) *The contact between the Block specialist and the Gram Sevak should be developed. The role and the jurisdiction of the latter should be more clearly thought out*:

As nearly 75 per cent of the time of the Gram Sevaks has to be utilised for agricultural development, the Conference felt that his contacts with specialists in agriculture and allied subjects should be more, and that his contacts with that other block specialists would be limited to the balance of time at his disposal.

(v) *The procedure involved in making funds available to the block requires simplification*:

The Conference felt that no difficulty or delay would arise in making funds available to the block if the block programme was drawn up yearwise, delegation of powers are made as indicated by the Ministry of Community Development, and funds are placed at the disposal of the B.D.O. in the month of April.

(vi) *The issues involved in people's participation in the programme requires thorough study by all concerned* :

The Conference took note of that fact that the P.E.O.'s report referred only to people's participation in the works programme, and not in the whole development programme. The bulk of the funds earmarked for works are spent in the first few years of the block and the value of contribution by the people in this field naturally tended to decline towards the closing period of a block, when there was a smaller amount left for matching grants. The Conference, therefore, felt that this was not really a matter of serious concern as stated on page 15 of the Summary of the Report.

The Conference further suggested that the P.E.O. should also take into account in its future evaluation, the people's contribution for the maintenance of works, as well as other activities, particularly in the economic field.

(vii) *For the under-privileged sections of the rural society to secure more benefits out of the programme, the latter must be re-oriented considerably, in favour of non-agricultural or rather non-land holding classes*:

The Conference suggested that, in addition to providing separate drinking water wells, schools and the like for the benefit of the under-privileged sections, special programmes under Village and Small Industries, poultry development etc. should also be formulated for the benefit or landless workers.

*Acceptance of Practices*

(i) *Greater extension effort is required, especially for non-cash crops and among the smaller cultivators. The extension service should also be re-oriented with emphasis on convincing the doubting farmer of the real superiority of the improved varieties and on better arrangement for supply rather than on the provision of finance* :

The Conference recommended that more demonstration plots should be laid out in the fields of progressive farmers in each village and these should be shown to small cultivators at various stages.

(ii) *Fertilizers* : *The Extension service for fertilizers has to develop even more than for improved seeds both quantitatively and qualitatively and more for, fertilizers other than ammonium sulphate. It has to be linked with the extension work for improved seeds and adequate provision for the supply of finance to the farmer has to be made. More attention has to be given to the long terms suitability of the fertilizers*

*to the soils of the areas where they are recommended as also to their prices relatively to their yields on the average farm:*

The Conference felt that it might not be possible to increase quantitatively the supply of chemical fertilizers, and that it would be necessary to increase the supply of green and organic manures.

(iii) *Improved methods: Improved methods should be propagated more extensively specially in the case of the Japanese Method, but also more carefully and where possible, in combination with improved seeds and fertilizers. The cultivators should be instructed on the full implication of the Japanese method and all the processes involved should be undertaken. Efforts to spread crop rotation and transplantation should be accompanied by increased irrigation facilities. The labour difficulty that both Japanese method and line sowing have raised should be looked into:*

The Conference recommended that the Extension Officers, V.L.Ws. and Maistries should be given special training in the Japanese Method of Paddy Cultivation and that more demonstration plots in Japanese method should be laid out in the villages for the benefit of farmers.

(iv) *Panchayat : Additional responsibility, especially for development work should not be imposed on the Panchayat, at least for some time to come. The functions of the panchayats and co-operative societies should be clearly distinguished from one another:*

The Conference referred to its earlier recommendation that the panchayats should be used for promotion of agricultural production in villages, and felt that in view of the fact that agicultural production could be improved only by the farmers, representatitve local institutions like the panchayats were best suited to encourage the farmers to achieve this object.

## (V) *DECENTRALISATION AND DEMOCRATISATION PROGRESS*

At its meeting in January 1958, the Standing Committee of the National Development Council affirmed the objective of introducing a democratic structure of administration within the district above the village level and approved of the general principle of giving responsibility for development to representatives of people within the district. The Standing Committee considered that the precise manner in which the principle was to be applied was essentially a matter for the States to consider. Each State should work out the structure which suited its conditions best and there was no need to insist on uniformity between different parts of the country. Chief Ministers were requested to keep the Planning Commission in touch with their further thinking and the details of the structure envisaged by them so that the Planning Commission could make their views and experience available to other States and could, generally, watch the progress made in the implementation of the proposals.

The conclusions reached by the Standing Committee and the paper submitted to it by the Planning Commission were forwarded to the States who were requested to keep the Planning Commission in touch with steps taken by them for examining the proposals of the Study Team for Community Development and National Extension Service and the suggestions made in the Planning Commission's paper in the light of the Standing Committee's decisions.

State Governments have been recently requested to furnish information regarding the progress made since the meeting of the Standing Committee in January with a view to enabling the Planning Commission to prepare a paper for consideration at the Development Commissioners' Conference to be held from May 20 to 24, States were addressed.

This note summarises recent developments and significant features of the proposals so far reported by State Governments in pursuance of the decisions taken by the Standing Committee of the National Development Council in January 1958. Reports have been received to date from Andhra, Assam, Bombay, Bihar, Jammu & Kashmir, Kerala, Madhya Pradesh, Madras, Mysore, Rajasthan, U.P. and West Bengal. Significant developments have taken place or are on the threshold in several States, notably in Madras, Andhra Pradesh, Uttar Pradesh, Mysore and Bombay. With the information furnished in this paper and the first hand accounts available at the forthcoming conference it is proposed to pick out for detailed discussion certain main issues calling for early decision by States.

*Andhra Pradesh*:

The Government of Andhra Pradesh issued a White Paper in November 1957 which, by and large, followed the same lines as the recommendations of the Study Team for Community Development and National Extension Service.

On consideration of a recent report by an official Committee the State Government have, however, recently proposed that the relation of the Block Samiti with the Village Panchayat should be of a co-ordinating and advisory character.

The Andhra Pradesh Government propose to gain experience by establishing *ad hoc* Panchayat Samitis in 20 blocks at the rate of one block in each district.

The *ad hoc* Panchayat Samitis will consist of :—

(i) All presidents of village panchayats in the block, including presidents of Town Committees in the Telangana region.

(ii) A representative of each non-panchayat village to be nominated by the Collector.

(iii) Five members to be co-opted, *viz.*, (a) a woman, (b) a representative of Scheduled Castes/Tribes, (c) Director of one of the Co-operatives functioning in that block, and (d) two persons from amongst social workers, economists and public spirited residents of the block.

Members of the Legislative Assembly will be entitled to attend meetings of the Samiti but will not have the right to vote or contest for the presidentship or vice-presidentship.

Each Samiti will have four sub-committees for (a) development of agriculture, animal husbandry and minor irrigation; (b) development of cottage industries, co-operation and collection of statistics; (c) development of education, health and social welfare; and (d) financial matters. Each sub-committee may include two non-members specially co-opted if their association is considered desirable.

The Andhra Pradesh Government have decided in principle that the development functions of all the departments should ultimately be transferred to *ad hoc* Panchayat Samitis in so far as they relate to block areas. A specific list of functions for immediate transfer has been prescribed and development departments will be advised to transfer additional functions as soon as possible. The functions of the *ad hoc* Panchayat Samitis, powers of their Presidents and Vice-Presidents; relationship between the President of an *ad hoc* Panchayat Samiti and the Block Development Officer; rules for the conduct of business by *ad hoc* Panchayat Samitis and the sub-committees have been spelled out in some detail (Enclosures 1 to 4).

The sources of revenue for *ad hoc* Panchayat Samiti will be :

(i) funds relating to the schemes of Development Departments (including N.E.S. & C.D.) transferred to the Samiti;

(ii) grants by Government made with reference to the backwardness of the area including funds relating to Community Development programme ;

(iii) State aid and aid from the All-India Boards; and

(iv) voluntary contributions from the public.

The Block Development Officer as the Chief Executive Officer, will be responsible for implementing the resolutions of the Samiti and will supervise and control the staff of Development Departments working in the blocks in respect of activities transferred to the Samiti. The District Officers will provide technical guidance and supervision. The B.D.O. will have some disciplinary control over the block level staff (other than the medical officers) and all disciplinary control except removal and dismissal over the village level staff.

It is proposed shortly to prepare a draft bill for setting up statutory Panchayat Samitis and Zila Parishads. The question of transfer of functions of District Boards to Panchayat Samitis is under consideration.

The Inspector General of Local Administration has been designated as Deputy Development Commissioner *ex-officio* for securing greater co-ordination between panchayats and Panchayat Samitis. The question of bringing District Panchayat Officers into more intimate contact with the Community Development programme and of upgrading the post of Block Development Officer is under consideration.

*Assam*:

In Assam the plains area has been covered with panchayats. The State Governments have decided to apply the principle of democratic de-centralisation at the level of the block and the sub-division. The main executive level in respect of development programmes will be the block. The Rural Panchayats (which now cover a population of 25,000 or so) will be abolished. A Committee of Secretaries with the Development Commissioner as Chairman has been set up to suggest suitable amendments to the Assam Panchayat Act. This Committee will make recommendations in regard to the extent and nature of de-centralisation to be provided at each level.

*Bihar*:

The Government of Bihar propose to cover the entire State with Panchayats by the end of the Second Plan.

The State Government have established the block as the primary unit of administration for all departments of the Government, have given enlarged powers to the Block Advisory Committee, and have included all the elected Mukhias as its members. According to a proposed amendment to the Bihar Panchayat Raj Act, the intention is to set up a Committee, somewhat in the nature of the Block Advisory Committee, to exercise supervision, give guidance and approve the budgets of the Gram Panchayats in the block. The State Government are, however, not in favour, at present, of placing the Block Advisory Committees on a statutory basis. They prefer investing full authority on them by convention. The future set-up at the district level is under the consideration of the Government.

*Bombay*:

The Bombay Government have recently introduced the Bombay Village Panchayat Bill, 1958. The Village Panchayats have been visualised as the agency for planning, development and welfare of the village community. It provides for a grant of 25 to 30% of the land revenue to the village panchayats as well as for panchayat secretaries to be paid for by the Government. The Government propose to have a combined cadre for Talatis (Patwaris) and Panchayat Secretaries. In all 19,000 Talati-*cum*-Panchayat Secretaries are expected to be appointed. The entire Bombay State is proposed to be covered with panchayats by the end of the Second Plan.

The Government of Bombay have accepted the principle of democratic de-centralisation. They are of the view that the most suitable level for de-centralisation will be the district and not the block. For the intervening period *i.e., till the panchayats are established* all over the State, it is proposed to establish District Gram Panchayat Mandals composed of the Collector (Chairman), representatives of the Gram Panchayats, the Chairman of the District School Board, Vice-Chairman of the District Development Board and four persons at least one of whom will be a member of Scheduled Castes or Scheduled Tribes to be elected by the District Local Board from amongst its members. The Panchayat Mandal will be responsible for the supervision and control of the administration of village panchayats in the district. This arrangement will replace the present dual supervision and control of the Panchayats by the Collector and the District Local Board.

The Bombay Government have not yet decided about the future of the District Local Baords.

*Jammu & Kashmir*:

In Jammu & Kashmir, the village panchayats each comprising a group of villages with a population of 1,500-3,000 cover almost the entire State.

The Government of Jammu & Kashmir have already entrusted the planning and execution of development works under the Community Development programme to the village panchayat. They propose to vest panchayats with more functions. They consider that in the circumstances of the State it would be premature to set up District Councils, as even some of the welfare departments have not yet started functioning at the District Level. They hope to set up democratic institutions at the block level after sufficient experience in the working of panchayats has been gained. As a first step, it is proposed to convert the Block Advisory Committees into statutory advisory bodies.

*Kerala*:

Village Panchayats have been established throughout Kerala except for Malabar area. It is expected that the Malabar area in Kerala will be covered with Panchayats during the second Five Year Plan.

In regard to democratic de-centralisation above the level of Panchayats, a Committee has been set up for working out detailed proposals.

*Madhya Pradesh*:

The Madhya Bharat region in Madhya Pradesh is already covered with Panchayats. It is expected that whole of Madhya Pradesh will be covered with Panchayats during the Second Five Year Plan. The Madhya Pradesh Government have set up a Committee to work out detailed proposals in regard to democratic de-centralisation.

*Madras*:

Before the report of the Study Team was received, the Government of Madras had issued a revised White Paper giving their provisional proposals in regard to democratic de-centralisation. These proposals visualise establishment of village panchayats, administrative and supervisory Circle Committees for a number of panchayats covering a population of 10,000-15,000, supervisory, co-ordinating Panchayat Samitis at the block level and advisory co-ordinating councils at the district level.

The local administration of the village will vest in the Panchayats except where particular functions have been assigned to the Panchayat Union. The block panchayat union will take over functions of the district local boards (with the exception of major district roads) during the next three years and will be responsible for supervision and control over the panchayats. The Council of the Panchayat Union will sanction the budget and consider the Administration reports. The circle committees of the Panchayat Union will have administrative and supervisory powers over the institutions and services maintained by the Panchayat Union in their respective circles. Subject to the general instructions and financial control of the Union Council, the Circle Committees will be authorised to accord administrative sanction to estimates for works and to enter into contracts for works in their areas.

The Council of the Panchayat Union will consist of Panchayat representatives, (one representative for 1,000 to 3,000 and two for more than 3,000 population), one Harijan for each Panchayat Union Circle by co-option by the Panchayat representatives of the Council; representatives of the district board and *ex-officio* members *i.e.*, the M.L.A. and the Block Development Officer. The Circle Committees will be composed of the representatives of the Village Panchayats of the Circle and the co-opted Harijan member (if any).

The B.D.O. will be the Panchayat Union Commissioner. The services of the Extension Service Engineer or Supervisor, the Social Education Organiser and the V.L.Ws. will be placed at the disposal of the Panchayat Union and the Village Panchayats. The question of utilising the services of the Extension Officer for Agriculture, Animal Husbandry and Co-operation has not been decided. The

V.L.W. will act as Secretary to the Circle Committee. The services of a teacher in the elementary school of the Panchayat will be made available for assisting the President in office work and accounts on payment of an allowance.

Appointments to posts to be paid from the Panchayat Union Fund will be made by a Committee consisting of the Chairman of the Union Council and the Commissioner of the Panchayat Union subject to same conditions and restrictions as applicable to appointments made by Presidents of District Boards.

*Resources :*

The Village Panchayat will derive its resources from assigned revenues (house tax, profession tax, vehicle tax, 1/4th of land cess levied under the Madras District Boards Act and land cess of 3 pies) general and special grants from the Panchayat Union and voluntary contributions.

The Block Panchayat Union will maintain two funds, General and Education, and will derive its resources from :

(1) Proceeds of surcharge on stamp duty levied in the Panchayat Union area under the Madras Village Panchayats Act, 1920.

(2) Proceeds of distribution of the additional surcharge on land revenue levied under the Madras Land Revenue (Additional Surcharge) Act, 1955, in the Panchayat Union area.

(3) The contribution by the district board towards the maintenance of the institutions and services transferred to the Panchayat Union.

(4) General Development Grant payable by Government.

(5) Voluntary local contributions.

(6) Panchayat Union Development Tax.

(7) Education cess levied under the Madras Elementary Education Act 1920.

(8) Basic grant for education payable by the Government.

(9) Contribution by the District Board for education.

(10) Education Development Grant payable by the Government.

(11) Miscellaneous receipts (*i.e.*, all other sums received or contributed for elementary and social education).

District Development Councils will advise on all services maintained by and all development schemes undertaken by all local authorities in the Development District, as well as by all those departmental agencies in the district which are under the control of the Departments of Food & Agriculture, Industries, Labour & Co-operation, Public Works & Health, Education & Local Administration.

The Council will be composed of the Collector as Chairman, M.Ps. and M.L.As., Chairmen of Municipal Councils, Members of the District Boards till they are replaced by the Chairmen of the Councils of Panchayat Unions and gazetted officers concerned with planning and execution of development schemes. The officers will not vote.

These proposals were considered by a Committee of the State Legislature. It is understood that the Block Panchayat Unions will also take over the development functions in the Community Development Blocks. Legislation is being drafted to give effect to the recommendations of this Committee.

As an experimental measure, the Madras Government have established Block Panchayat Union and Circle Committees in the North Madurai Block.

*Mysore* :

The Government of Mysore have recently published a Village Panchayats and Local Boards Bill which visualises the establishment of Panchayats for a population of 1,500 to 10,000; the Taluka Development Board, with 3/4th of its members elected by the members of the Panchayats and 1/4th by nomination; and a District Development Council consisting of the Deputy Commissioner, as Chairman, members of the Parliament and State Legislatures, Presidents of the Taluka Boards, District Officers, a representative of scheduled caste and a woman nominated by the Government. The Taluka Development Board will generally supervise the working of the Panchayats and perform functions allotted to it under the Act. Government may transfer other duties now carried on by the development departments like, public health, education, agriculture, animal husbandry, public works, etc., to the Taluka Boards from time to time. The Taluka Boards will function as advisory bodies for the N.E.S. Blocks in their area. The District Development Council will generally supervise the working of the Taluka Boards and provide guidance or assistance in co-ordinating their work.

Besides giving powers to levy taxes and fees to village panchayats and Taluka Boards, the Government propose to make a grant of 15% of land revenue to Panchayats and Taluka Boards and another 10% each to be assigned to panchayats and Taluka Boards to be allotted for purposes to be determined by the Government (*i.e.*, in all 50% of land revenue).

*Rajasthan* :

Village Panchayats have been established throughout Rajasthan. Government of Rajasthan have set up a Committee to work out detailed proposals in regard to democratic de-centralisation. It is understood that the Panchayat Samitis may be set up at the Block Level.

*Uttar Pradesh* :

The Government of Uttar Pradesh have abolished District Boards by an ordinance and are in the process of establishing *ad hoc* District Councils. The departmental activities of the State Government in regard to agriculture, animal husbandry, co-operation, public health, medical relief, education, public roads, public works, social welfare, Harijan welfare, etc., at and below the district level will be handed over to the District Council. The State Government will indicate broad policies to be followed by various development departments at and below the district level; and will continue to find funds for these activities as before and place the funds at the disposal of the District Council. The implementation of the policies will be left to the District Council. The District Officers of the department will serve as friends, philosophers and guides of the District Council and will presumbaly ensure implementation of broad policies laid down by the Government.

The District Council will thus take over the functions of the District Board, the District Planning Committees and the work connected with community development and also supervise and control village panchayats and municipalities below 25,000 population. The legislations will, however, empower the Government to include other areas later, when convenient.

The District Magistrate will neither be the Chairman nor a member of the District Council. He will exercise certain powers of supervision and will have the right to refer any resolution of the council to the State Government for cancellation or modification. The M.Ps., M.L.As., and M.L.Cs., will not be members of the Council nor have right to attend its meetings.

The Council will be constituted by indirect election. An officer of the State Civil Service cadre will be its Chief Executive Officer. The District level officers will have a right to attend and participate in the discussions as well as powers of inspection and general superintendence over the corresponding departments of the District Council or their subordinate authorities.

The arrangements in regard to appointments etc., of the staff coming under the purview of the District Planning Committee will not be altered. In respect of the District Board Staff, the superior posts such as those of the Secretary, the Engineer, may be filled in consultation with Public Service Commission; the category above Rs. 50 and below superior officers will be selected by a Selection Committee similar to that provided for the Municipal Corporations. The Heads of Departments will have powers to appoint persons carrying an initial salary of not more than Rs. 50 per month.

The State Government is at present giving certain grants-in-aid to District Boards. An appropriate percentage of the land revenue, (equal to the existing grant-in-aid) will be given to the District Council. A portion of this grant-in-aid, however, will be distributed as

special grants for specially needy areas. The Government may also grant loans to the District Council.

At the village level, the same body will be concerned with the functions of the gram panchayat and the land management committee. This body may constitute separate sub-committees for dealing with these functions. The Lekh Pal will be Secretary in respect of its functions as land management committee and the Panchayat Secretary for other functions.

At the Block level the present block committees will be the agencies through which the district council will function in the blocks. The Council will supervise and control their working.

The U.P. Government intend to introduce the District Council Bill in the next session of the Legislature.

*West Bengal*:

1. The West Bengal Panchayat Act was passed in 1956-57. This Act provides for the establishment of Gram Panchayats for a population varying from 750 to 1500 and the Anchal Panchayat for 10 to 15 Gram Panchayats *i.e.*, for an average population of about 7,000 to 10,000. Generally the Anchal Panchayat is co-termious with Gram Sewaks' crcle. The Gram Panchayats will be responsible for village uplift and development work.

2. An Anchal Panchayat is really a Union Board in a new form. It corresponds to the village panchayat of Orissa and is about twice the size of the village panchayat of Bihar. It is interesting to compare areas of the village panchayats in Orissa, Bihar and Assam and the Union Board in West Bengal. The last of these is a compact area of an area slightly smaller than village panchayats in Orissa or Assam; it has about 1½ times to twice the area of the village panchayat in northern Bihar. It has been performing most of the duties which are normally performed by the village panchayats in other States like U.P. and Madras. In addition it imposes and collects a Chaukidari Tax out of which the expenditure on general watch and ward. prevention of crime and protection of life and property is made. This burden of taxes has always restricted its otherwise wide scope of development activity.

3. The Principal function of the Anchal Panchayat is to provide funds to the Gram Panchayats by levy of taxes in terms of Section 57 of the Act and from out of Government grants. The Anchal Panchayats have powers to exercise control over the activities of the Gram Panchayats mostly from the financial point of view. They will continue to collect and spend the Chaukidari tax as before.

4. The Government of West Bengal feels that in the peculiar circumstances obtaining in West Bengal, establishment of a democratic institution at the block level is not feasible at this stage.

## Enclosure 1 to Agenda Item No. V.

ANDHRA PRADESH:

*Functions of* ad hoc *Panchayat Samitis*:

The *ad hoc* Panchayat Samiti shall endeavour to instil among the people in rural areas a spirit of self-help and initiative and harness the peoples' enthusiasm for raising the standard of living in rural communities. The development functions of all Departments shall be transferred to *ad hoc* Panchayat Samitis in so far as they relate to the respective blocks and to the extent considered necessary and desirable by Government.

*Agriculture* :

2. Allotment of separate quotas of fertilisers from the District quotas shall be made to the Samiti and distribution of fertilisers through Co-operatives within the block shall be regulated by the Samitis and necessary facilities shall be given to the Samitis for this purpose.

3. Separate allotment of loans under hire-purchase system shall be made to the Samitis wherever necessary. Separate quota of oil engines shall be placed at the disposal of Samiti for being given on hire for Irrigation purposes.

4. The Samitis shall—

(i) assess seed requirements;

(ii) select progressive cultivators for starting seed farms;

(iii) multiply improved nucleus seed supplied by the Department;

(iv) procure the seed and distribute it to the farmers in the block; and

(v) that Block Development Officer shall be authorised to sign the required bonds.

5. In the case of granting loans, the applications shall be enquired into by the block staff instead of the departmental agency and shall be disposed of by the appropriate Departmental authority or preferably by the Block Development Officer.

6. Plant protection work shall be entrusted to village panchayats and co-operatives and the Samiti shall arrange for the supply of plant protection equipment and material from out of the departmental funds allotted to it or the block budget and the cost of pesticides shall be recovered from the beneficiaries.

7. If a Samiti can undertake to implement the entire Agricultural programme (both departmental and block), the appropriate provisions made in the departmental budget for implementing the departmental schemes shall be placed at the disposal of the Samiti.

*Animal Husbandry* :

8. Samitis shall be entrusted with the responsibility of :—

(i) location of breeding bulls, hatching centres, Veterinary First Air Centres, Minor Veterinary Dispensaries, Artificial Insemination Centres, etc., allotted to the area;

(ii) opening of raw Veterinary Centres, Artificial Insemination Centres etc.;

(iii) collection of contribution in the area for Veterinary and live-stock development work;

(iv) fixation of prices for distribution of birds and eggs from hatching centres in the blocks;

(v) taking over of the buildings donated for Animal Husbandry purposes and their maintenance.

*Co-operation* :

9. The following two functions shall be transferred to Samiti :—

(i) Recommending the formation of Co-operative Institutions in the block areas.

(ii) Recommending the grant of State assistance by way of loans and grants to Co-operative Societies.

*Social Welfare* :

10. The following items of work shall be entrusted to the Panchayat Samiti and the necessary funds placed at its disposal :—

(i) Social Welfare Schools;

(ii) Social Welfare Hostels;

(iii) Housing schemes for Scheduled Castes;

(iv) Sinking of wells for Scheduled Castes;

(v) Ex-Criminal Tribes Hostels and Schools;

(vi) Housing Schemes for Ex-Criminal Tribes;

(vii) Sinking of wells for Ex-Criminal Tribes.

*Women Welfare* :

11. Running Women and Child Welfare Centres.

*Education* :

12. The following three functions in so far as they relate to institutions in the block managed by Government shall be entrusted to Samitis :—

(i) Administration of Primary Schools shall be transferred to Samitis and the Samitis shall be recognised as managers of schools.

(ii) Powers regarding all establishment matters of Primary Schools, appointments and transfers of teachers and granting of leave to them shall be vested with the Samitis subject to the rules prescribed regarding recruitment of staff and disciplinary control.

(iii) Administrative control over Secondary Schools run by Government Transfer of staff, etc., shall continue to be done at the district level by the Director of Public Instructions, as the case may be, or his subordinates.

*Collection of statistics* :

13. The work relating to the compilation of the following items of statistics shall be transferred to the *ad hoc* Panchayat Samitis and agencies now collecting these statistics shall supply them to the Samitis also in future :—

(i) Vital Statistics;

(ii) Statistics of prices—Harvest Prices, Retail agricultural prices;

(iii) Agricultural Wages;

(iv) Area under different crops;

(v) Production statistics of crops other than the principal food and non-food crops—normal yield and condition factor for each crop;

(vi) Irrigation statistics; and

(vii) Monthly progress of Agricultural operations.

*Public Health* :

14. (i) Samitis shall be made responsible for vaccination only in blocks where there are Primary Health Centres, subject always to the technical supervision by the Director of Public Health and the District Health Officer.

(ii) The Primary Health Centres shall be placed under the Samitis subject to the condition that the internal control shall rest with the Medical Officer, and the overall supervision with the Director of Public Health and the Director of Medical Services and their district officers.

(iii) The agency now attending to registration of births and deaths shall be required to send copies of the monthly reports to the Samiti in respect of the Villages in that block.

(iv) Block Development Officer shall be in overall charge of the Health Programme subject to the technical control of the concerned District Officers.

*Rural Housing* :

15. (i) Disbursements and collection of loans for rural housing shall vest with the Block Development Officers;

(ii) The Block Development Officer shall be made responsible for maintaining the accounts of loans paid, instalments recovered, etc;

(iii) The scheme shall be executed by the Rural Housing Cell and Panchayat Samitis shall give all possible assistance; and

(iv) Applications for loans for improvement of houses shall be first entertained by the Panchayats and forwarded to the Block Development Officers.

*Rural Water Supply*:

16. The responsibility of maintaining the Water Supply Schemes and Drainage in Panchayat areas shall be on the Panchayats concerned and the Samiti shall be entrusted with the overall supervision and necessary control.

17. The Public contributions shall be a condition precedent for executing water supply and drainage schemes and the responsibility to secure these contributions should rest with the Panchayats concerned and the Samiti shall lend their support to the Panchayats.

*Roads* :

18. Inter-village roads shall be taken up by the Samiti and the village roads by the Panchayats.

*Local Development Works* :

19. Separate allotments under local development works scheme may be given to Samiti to the extent possible.

*Cottage and Small Scale Industries*:

20. The All India Boards shall be requested to formulate schemes suitable to the local conditions in consultation with the Samiti and implement them through the Samiti.

21. Financial aid for Rural Industries now being given by the Government shall be channelised through the Samiti.

*Minor Irrigation works* :

22. The Samitis shall be accepted as far as possible as the agency for execution of Minor Irrigation works by the P.W.D. or the Revenue Department, as the case may be.

*Emergency Relief of Distress*:

23. The Samitis shall provide emergency relief of distress.

*Excise*:

24. The functions of the Samitis shall include enforcement of prohibition in Andhra Region and advocacy of temperance in Telengana Region.

## Enclosure 2 to Agenda Item No. V

ANDHRA PRADESH :

*Powers of President and Vice-President of an* ad-hoc *Panchayat-Samiti*

The President of the *ad-hoc* Panchayat Samiti shall make arrangements for the election of the Vice-President;

The President shall convene, preside over and conduct the meetings of the Samiti. The President shall preserve order and shall decide all points of order arising at or in connection with meetings. There shall be no discussion on any point of order and the decision of the President on any point of order shall be final.

The President may prohibit any member of the Samiti from voting or taking part in the discussions of any matter in which he believes such member to have such interest or he may require such member to absent himself during the discussion.

The President shall forward a copy of the minutes of the proceedings at each meeting of the Samiti or its Sub-Committees to the Collector of the District and the Government within 3 days of each meeting.

The President shall have full access to all records of the Samiti.

The President shall by virtue of his office be a member of every sub-committee of the Samiti. The President in accordance with the general programme of Community Development of the government for rural areas should galvanize public opinion and formulate the general policy of the Samiti in consultation with the members of the Samiti, Panchayats and the public in the block and initiate schemes to instil and develop among the people in rural areas a spirit of selfhelp and initiative and to harness the peoples' enthusiasm for raising the standard of living in rural communities. The President shall built up the Samiti into a live institution of the people which can revitalise rural life.

The President shall watch over the financial and executive administration of the Samiti and place before the Samiti all questions connected therewith which require the Samiti's orders.

The President may in any emergency direct in consultation with the Block Development Officer the execution or stoppage of any work or the doing of any act falling within the purview of the Samiti which requires the sanction of the Samiti and the immediate execution of which, is in his opinion, necessary for the service or safety of the public provided that :

(a) he shall not act under this instruction in contravention of any order of the Government entrusting functions to the Samiti; and

(b) that he shall report the action taken under this clause and the reasons therefor to the Samiti at the next meeting.

The Vice-President shall :

(a) in the absence of the President preside and conduct the meetings of the Samiti;

(b) exercise such powers and perform such of the duties of the President as the President may from time to time delegate to him; and

(c) ponding the election of a President or in case the President has been continuously absent from the Samiti for more than 15 days or is incapacitated, exercise the power and perform the duties of the President.

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## Enclosure 3 to Agenda Item No. V

ANDHRA PRADESH:

*Relationship between the President of* ad hoc *Panchayat Samiti and Block Development Officer*

I. *General*: The specific duties of the President are given in Enclosure 2.

The Block Development Officer is the Chief Executive authority responsible for the general conduct of the Samiti administration and for giving effect to the decisions of the Samiti. In order that he may perform these functions efficiently, it is essential that he should be empowered to act on his own responsibility in the exercise of the administrative powers conferred on him by the Government and that neither the Samiti nor individual members should interfere with him when so doing.

II. *Correspondence* (*a*) General :—1. The correspondence of the Samiti shall be carried on by the Block Development Officer as its executive authority and it is not necessary that correspondence should pass through the President. The Block Development Officer shall, however, ensure that the President who has access to all correspondence, shall see correspondence on all important matters and shall consult him regarding all matters of a general nature which do not fall within the powers specifically conferred on the Block Development Officer as executive authority by the Government. In particular the Block Development Officer shall send to the President for perusal copies of originals of all important official letters he sends to Government, Heads of Departments and the Collector and of their replies.

2. The Block Development Officer shall not open communications addressed to the President by name even though the official title of President is added, but shall send them unopened to the President.

3. If the President wishes to initiate any correspondence in regard to the powers specifically conferred upon him he shall normally find it convenient to arrange for the Block Development Officer to prepare the necessary drafts and issue the letters after signature by the President. If the President wishes to have such correspondence carried on under his direct orders, he shall see that the Block Development Officer is kept informed of all matters with which he is in any way concerned.

4. (a) The Block Development Officer shall give suitable clerical assistance to the President for the work involved in his correspondence and shall see that appropriate office accommodation is made available to him. The Block Development Officer shall give all reasonable facilities to the President for his inspection work.

(b) It would facilitate matters if an arrangement is made whereby the President attends office on certain convenient working days and hours to facilitate consultations at the block office.

III. *Preparation of Agenda*: Agenda for meeting shall be prepared by the Block Development Officer in consultation with the President. The President shall not prevent any matter which the Block Development Officer wishes to be considered by the Samiti from being laid before it. It is open to him to add his own note on any item before placing it before the Samiti. While the President is at liberty to include in the agenda any item he wishes and to draw up a note on the subject, he shall also give the Block Development Officer an opportunity of giving his views in a note.

If a member sends notice of a resolution which is not in order, the Block Development Officer shall after consulting the President draw the member's attention to the point or points in question, if any such points remain in dispute, they shall be dealt with as a point of order by the President at the meeting.

IV. *Access to Block Records*: The President will have the right to have full access to all the records of the Samiti office. If, however, on any urgent occasion, the President finds it impossible to attend office, the records required by him may be sent to his residence; in that case the President shall assume full responsibility for their safe custody during the period of their retention.

V. *Control Over Samiti Subordinates*: All Samiti Officers and servants are subordinate to the Block Development Officer. If a President wishes to give any instructions to the Samiti Officers and servants he shall do so only through the Block Development Officer.

If there is a difference of opinion between a President and a Block Development Officer in regard to the necessity for the execution of a work the proper course is to move a resolution on the subject in the Samiti.

VI. *Grant of Leave to the Block Development Officer* : The Block Development Officer shall obtain the previous sanction of the Collector if he requires casual leave or proposes to avail himself of holidays and leave his station. In case of emergency, however, where such previous sanction cannot be obtained in time, the Officer will be permitted to avail himself of casual leave or holidays and leave his station, in anticipation of the Collector's sanction; or orders should be obtained by wire. In all cases the Officer shall send previous intimation to the President and the Collector.

VII. *Attendance of Block Development Officer in Office on Working Days*: The Government leave it to the commonsense and sense of responsibility of Block Development Officer so to adjust his work and leisure that he is present in his office during working hours whenever he is at Headquarters.

Block Development Officer shall designate by name the senior member of his staff to be in charge of the office and responsible for its discipline during his absence owing to outdoor work.

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**Enclosure 4 to Agenda Item No. V**

ANDHRA PRADESH:

*Rules for the conduct of business by* ad hoc *panchayat samitis and their sub-committees*

I. Ad-Hoc *Panchayat Samiti*:

1. Every Panchayat Samiti shall meet in its Office at least once in every 3 months for the transaction of business upon such days and at such times as it may arrange and also at other times as often as a meeting shall be called by the President.

2. No meeting shall be held on any day observed by the Panchayat Samiti as a holiday.

3. (i) No meeting shall be held unless notice of the day and time when the meeting is to be held and of the business to be transacted thereat has been given at least three clear days before the day of the meeting.

(ii) In case of urgency, the President may convene a meeting on giving shorter notice than that specified in sub-rule (i).

4. The agenda for the meeting shall be prepared by the Block Development Officer in consultation with the President. The Block Development Officer may include in the agenda any subject which in his opinion should be considered by the Samiti and shall include therein any subject specified by the President.

5. All the meetings of Panchayat Samiti shall be open to the public, provided that the presiding member may, in any particular case, direct that the public generally or any particular person shall withdraw.

6. All questions which may come before a Panchayat Samiti at any meeting shall be decided by a majority of the members present and voting at the meeting and, in case of equality of votes, the presiding member shall have and exercise a second or casting vote. In the case of any resolution not carried unanimously, the names of the members who vote for and against shall be recorded.

7. No business shall be transacted at a meeting of any Panchayat Samiti unless there be present at least one-third of the number of members than on the Samiti.

8. If, within, half an hour after the time appointed for a meeting, a quorum is not present, the meeting shall stand adjourned, unless all the members present agree to wait longer.

9. No resolution of a Panchayat Samiti shall be modified or cancelled within three months af er the passing thereof except at a meeting especially convened in that behalf and by a resolution of the Panchayat Samiti supported by not less than one-half of the sanctioned number of members.

10. The Proceedings of a Panchayat Samiti may be either in English or in the chief language of the block, provided that English shall be used for this purpose only so long as it continues to be used for official purposes within the State. Minutes of the proceedings at every meeting shall be drawn up and entered in a book to be kept for that purpose and shall be signed by the presiding member, or in his absence by some one of the members present thereat. The said minutes shall, at all reasonable times without charge, be open at the office of the Panchayat Samiti to the inspection of any person.

11. (i) No member shall vote on, or take part in the discussion of any question coming up for consideration at a meeting of the Panchayat Samiti, if the question is one in which, apart from its general application to the public, he has any direct or indirect pecuniary interest by himself or his partner.

(ii) The President may prohibit any member from voting on, or taking part in the discussion of, any question in which he believes such member to have such pecuniary interest, or he may require such member to absent himself during the discussion.

(iii) Such member may challenge the decision of the President who shall thereupon put the question to the meeting. The decision of the meeting shall be final.

(iv) If the President is believed by any member present at the meeting to have any such pecuniary interest in any question under discussion, the President may, if a motion to that effect is carried, be required to absent himself from the meeting during such discussion.

The member concerned shall not be entitled to vote on the question referred to in sub-rule (iii) and the President concerned shall not be entitled to vote on the motion referred to in sub-rule (iv).

*Explanation.*—In this rule "President" includes Vice-President or member presiding for the occasion at a meeting of the Panchayat Samiti.

II. *Sub-Committees of* ad-hoc *Panchayat Samiti*:

12. Rules 1, 3, 6, 7, 8, 10 and 11 shall *mutatis-mutandis* apply to the proceedings of a sub-committee of the Panchayat Samiti and all references to the Panchayat Samiti members or the President thereof shall, wherever necessary, be construed as references to the Committee, members of the Chairman thereof.

13. A copy of the minutes of the proceedings at every meeting of a sub-committee of the Panchayat Samiti shall, within three days of the date of the meeting, be forwarded by the Chairman of the sub-committee to the President of the Panchayat Samiti and the President shall place the same before the Panchayat Samiti at the first meeting of the Panchayat Samiti held after the receipt thereof by him.

14. Every sub-committee of the Samiti may, for transacting the business of the sub-committee and for carrying out the purposes for which it is constituted, utilise the services of the staff of the Samiti.

III. *General* :

15. The Block Development Officer shall have the custody of the proceedings and records of the Panchayat Samiti and of any sub-committee thereof.

**Main Recommendations & Conclusions**

The Conference recommended that the extreme urgency of effecting democratic decentralization should be once again impressed on all State Governments and the importance of having an interconnection between the decentralised agencies to be established at various levels, village, block and district, should be emphasised. It should be impressed on the State Governments that adequately wide functions should be given to the decentralised democratic authorities and adequate financial resources should be ensured to them.

State Governments should be requested to speed up the establishment of panchayats so as to cover all villages as soon as possible.

(VI) General

(1) *Administration*—

**(i) Progress of the Prize Competition Scheme.**

The two schemes for awarding prizes to the best V.L.W.s and the best village in a V.L.W. circle have been circulated to the State Governments *vide* this Ministry's letters No. 108(61)/57-Prg. dated 27th September, 1957 and 4(1)/58-Prg. I, dated February 4, 1958. Most of the State Governments have already intimated that enough publicity has been given in their States and that the schemes will be implemented at the proper time. The Conference may like to consider :—

(a) the progress so far made in each State with particular reference to the response from the Gram Sevaks and Gram Sevikas for participation in the scheme, and ...

(b) whether it would help in the achievement of the desired objective if the competitions were made an annual feature.

Suggestions for improvement of the scheme in the light of experience gained may also be given with regard to the following points :—

(a) Levy of entrance fee;

(b) Field of competition.

(c) Selection of items having regard to wide climatic and other variations in the different regions of the States.

(d) Manner of adjudication.

(e) Making Panchayat as unit of competition for selecting the best village/group of villages.

## Main Recommendations & Conclusions

It was noted that the scheme had been put into operation in almost all the States but the results of the competition would not be available till the end of October, 1958. It was recommended that the scheme should be made an annual feature. But there was considerable difference of opinion whether such competitions should be held among Government servants or restricted to village institutions only. It was recommended that the results of this year's competition should be watched and taken into account before taking a final decision in the matter.

## (ii) End-Use of the Equipment Supplied to the C.D. and N.E.S. Blocks

*Jeeps* :

As a result of the recommendations of the Committee on Plan Projects it has been decided to provide every block with only one jeep and withdraw the surplus jeeps from the blocks and redistribute them. The State Governments may have taken the necessary steps in this direction. The total number that has been made available by this process may be intimated to this Ministry along with the number of blocks yet to be supplied.

*Proper use of Jeeps* :

From time to time it has been stressed that the jeeps have to be made available to all the officers of the development departments in the district who have to tour the block areas. Complaints are being received against the misuse of the jeeps. It is quite possible that most of these complaints are without any basis. However, it is essential that not only should the jeep be made use of for official purposes, but every precaution should be taken to see that it is not misused. For this the State Governments may consider taking the following steps :—

1. Prescribe a minimum limit to a journey *i.e.* a jeep should not be made use of for short journeys which can be undertaken by a cycle or a cart or a bus.

2. Jeep should not be made use of on the routes conveniently covered by public transport or located in difficult terrain in which it cannot be used without causing damage to it.

3. Issue strict instructions about the care and proper maintenance of the jeep so that the life of the jeep is prolonged.

4. As far as possible, the jeep will be made use of by a party of officers and not by a single officer.

5. Except in special circumstances, it should not be taken out of the block area.

*Other Equipment* :

From time to time the importance and proper utilisation of the equipment supplied for the C. D. Programme under the TCM Dollar Aid has been stressed on the State Governments. From reports made available as well as from the result of the TCM's recent sample survey, it has become necessary to take stock of the situation. State Governments were requested to constitute a Committee of the various Chief Engineers of the State to take proper care in the maintenance and utilisation of the equipment. Have all State Governments constituted a Committee and if not what are the difficulties ?

It is also necessary to classify all idle equipment as follows :—

1. *Equipment lying for want of spare parts.*—A list of spare parts necessary should be made and furnished to this Ministry urgently.

2. *Equipment still lying at the State headquarters.*—Steps must be taken immediately to move this equipment to block headquarters.

3. *Equipment for which there is no use in the block area.*—State Governments should immediately examine such equipment and find out whether it can be used in other project areas, and if not, intimate to this Ministry its willingness to surrender the equipment to other States.

## (ii) End-Use of the Equipment (Supplementary Note)

*Allotment of Jeeps and the Problem of Their Storage*:

As already intimated in the Ministry of Community Development letters No. 124/57-S, dated 1st March and 27th March, 1958, the surplus vehicles available for withdrawal from the Community Development blocks, after retaining with them one vehicle for each block, should be sufficient to cover the requirements of all the Blocks of 1957-58, 58-59 series and also a good number of blocks to be opened during 1959-60. The State Governments are, no doubt, working out the adjustments in this regard and will be reporting to us shortly, as requested in the above letters, the exact number of vehicles still available with them as surplus after providing for the blocks of 1958-59 series. These vehicles are meant for supply to the blocks to be opened during 1959-60 and as such need to be kept in proper storage till the blocks are opened.

In addition to the above 1026 vehicles, currently under import will also be supplied to the States. These will be received shortly and after assembly will be ready for despatch to the States by October-November, 1958. These vehicles, however, are meant for supply to the Blocks to be opened during 1959-60, 1960-61 and subsequent years. The exact number meant to be allotted to each State is being worked out separately and will be intimated in due course.

It is essential that these vehicles are kept in proper storage and issued to the new blocks as and when started and not diverted for any other purpose. The representatives of the States may like to consider the difficulties which they are likely to experience in this regard and also suggest alternative arrangements, if any.

## Main Recommendations & Conclusions

The recommendations made in the note, which are already being implemented by most of the States, for the proper use of jeeps were accepted. As regards the 1026 vehicles being imported shortly, States would not find any difficulty in storing them till they are issued to the new blocks when started. As regards the other equipment, it was recommended that the Development Commissioners and the Heads of Departments concerned should check up in their quarterly meetings that they are being properly used.

(2) *Co-ordination.*—

### (i) Treatment of the Block as a Unit of Planning and Development

The Sixth Development Commissioners' Conference made the following recommendation :—

"There was great need for integrating project expenditure with non-project expenditure on rural development. This would be possible only when the development schemes included in the State Five-Year Plan are broken up blockwise. Once this is done, it would be easier to integrate the project plans with the non-project plans pertaining to a block".

This question was further considered at a meeting of the National Development Council in June, 1957, and it was decided that the "development block should be treated as a unit for the purpose of planning and development, and the National Extension Service as the agency through which the resources of the Government should flow to the people". This decision was communicated to State Governments *vide* this Ministry's letter No. 21(9)/57-PC dated 27th August, 1957, and they were requested to bring it to the notice of all heads of departments, Collectors, and other key workers on the programme, and to evolve an effective procedure for its implementation, *i.e.* while framing annual programmes and budgets of all State departments dealing with development subjects. The COPP Study Team also made the following recommendation on the subject :—

"The block should, as far as possible, be treated as the administrative unit of all development departments so that there is one unified set-up without duplication in numbers, overlapping of jurisdiction or blurring of responsibilities. An automatic corollary is that the expenditure under the development block schemes can and should be co-related with the normal development expenditure in the block. This, in turn, implies that the budget of the development departments within the district is split up block-wise and is inter-related with the block budget wherever there are blocks".

The position in regard to this matter was ascertained during the discussions held in New Delhi with the representatives of State Governments in December, 1957, and January, 1958. All State Governments accepted the recommendation and promised to consider how best they could implement it.

It is proposed to review the progress since made, the procedure evolved, and the steps taken to implement this recommendation. In this connection attention is invited to the procedure adopted by the Government of Punjab for breaking up the Plan expenditure of different departments for 1958-59 on a block-wise basis simultaneously with the passing of the State Budget. This was communicated to all State Governments *vide* this Ministry's letter No. 21(9)/57-PC dated 3rd December 1957.

*Broad Features to be Aimed at in a Village—(to be Considered with Agenda Item No. VI(2) (i)—Treatment of Block as a Unit of Planning and Development*

*Size*

Village boundaries should be redrawn so as to merge small villages and form convenient units with a population ranging from 1,000 to 1,500 *i.e.*, about 200 to 300 families.

2. *Programming policy*

(i) Every family should have a plan of improvement of its own, and improved agriculture, cottage and small-scale industries.

(ii) Co-operative movement should be spread so that every family is represented on at least one co-operative society in its own right.

(iii) Every family should make its own contribution in labour or money or both for works of permanent benefit to the community.

(iv) A well organised women and youth movement should be developed in every village.

3. *Machinery*

For carrying out the above functions there should be

(i) A village panchayat, and

(ii) A multipurpose co-operative society.

4. The following activities should be promoted :—

(1) *Agriculture and Animal Husbandry*

(i) Agricultural extension service at the rate of at least one agricultural extension worker for every ten villages.

(ii) Centres for fisheries (where facilities exist).

(iii) One entire holding of an average size for a farm plan demonstration on all the principal crops for demonstrating the combined effect of improved seeds, better cultural methods etc.

(iv) Veterinary and Animal Husbandry services through a veterinary hospital and A. I. Centre at the headquarters of the block area and through peripatetic service.

(2) *Reclamation & Irrigation*

(i) 1/10th of the area of the village should be kept reserved for the village housing, grazing fields, and fuel forests freshly planted, if not already existing. Culturable waste land will be reclaimed.

(ii) At least half of the agricultural land, if possible, should be served with irrigation through irrigation canals, tube-wells, surface wells, tanks and lift irrigation from river, lake etc.

(iii) Green manuring should be taken up as a universal practice by each farming family in addition to compost making, and it should be endeavoured that at least 50 mds. of organic manure is applied to every acre of land under cultivation.

(3) *Health & Rural Sanitation*

(i) Adequate number of surface wells, or tube-wells, or tanks, for drinking water.

(ii) Adequate facilities for drainage

(iii) A primary health centre at the Block Headquarters, and a maternity and child welfare centre for every 25 villages, a trained dai for every five villages

(iv) Every village panchayat to be provided with a medicine chest.

(v) Soakage pit for every house.

(vi) Sanitary rural latrine for each house.

(vii) Children's park.

(viii) Smokeless chullahs or some other better type in every village.

(4) *Communications*

(i) The road system in the countryside will be so developed as to link every village within the Block area up to a maximum distance of half a mile from the village, the latter distance being connected by feeder roads through voluntary labour of the village population; only the main roads to be provided for and maintained by the State or other public agencies, village roads and feeder roads should be maintained by Panchayats.

(ii) A post office to be provided to each group of villages within a radius of four miles and having a population of 2,000; a telegraph-Office at least in every block.

(5) *Education and Social Education*

(i) A school for compulsory and free primary education for all school going boys and girls in the village.

(ii) Adult education centre conducted with the assistance of the teachers of the school or other non-officials in the villages.

(iii) A secondary school (for every 25 villages). It should be located in the middle of the area.

(iv) Where it is possible, each school to have a sufficient number of fruit trees so as to be able to provide a 'Fruit Meal' to every student, at least of the first two classes.

(v) Every secondary school for girls in the villages should have a residential hostel.

(vi) A community centre.

(6) *Co-operation*

(i) A co-operative marketing centre and warehouse for agricultural produce (for every 25 villages) may be started in a Mandi Unit.

(ii) One large-sized multipurpose co-operative society covering all aspects of the village production economy as union of the village societies for about 25 villages.

(iii) Every village to have the advantage of a Co-operative Credit Society.

(7) *Housing*

(i) One model house in each village for demonstration purposes.

(ii) Two Roomed tenements with a kitchen-garden for each family.

(8) *Youth Club etc.*

One Youth Club and Mahila Sangh for every village.

(9) Provision of electricity in each village with a population of 1,000 or more, to start with.

(10) *Village Artisans*

The village artisans (Blacksmith, Carpenter, Dhobi, Barbar etc.) should have received an orientation course in improved methods.

(11) *Cottage & small Industries*

(i) Every village should plan for improvement of suitable traditional village industries *e.g.,* Blacksmithy, including tinsmithy, carpentry, Bricks and tile making, Leather goods, Tailoring, Khadi spinning and weaving, including Ambar Charkha, Ghani oil crushing, Soap making, Flaying and tanning, Bee-keeping, Village pottery, Handloom weaving and Handicrafts.

(ii) Subsidiary occupation for agricultural families in food processing.

(12) *Women and Children*

(i) A 'Balwadi' and 'Creche' for children for each village.

(ii) A craft and co-operative centre for industries like weaving, paddy husking and spinning.

(iii) Adult literacy centres for women.

(iv) A well. where women can have bath and wash their clothes, utensils etc.

(v) A well organised women's centre for each village.

**Main Recommendations & Conclusions**

The Conference noted that the recommendations of the Sixth Development Commissioners' Conference and the COPP Study Team on the subject had been implemented in the States of Punjab, Madhya Pradesh, Bihar, Mysore, Kerala and Assam, and that action was also being taken in other States. It was emphasised that the most effective method of implementing the recommendation was to make the Block Development Officer the Drawing and Disbursing Officer for all development Departments in the State.

The Conference also expressed the view that the work of integration of the development programme at block level would fall under three broad categories *viz.*, planning, administration, and execution. Some of the delegates referred to the administrative difficulties involved and to the need for rationalisation of the staff at the Taluq and District levels. Shri C. M. Trivedi agreed, on behalf of the Planning Commission, to arrange for a special study of the problems arising from the decision to treat the block as a unit of planning and development and their solution in the light of the administrative structure in different States at the district level and below.

## (ii) Touring in the State by State Officers and Achieving Coordination in the Process

Minister for Community Development in his Monthly letter Sl. No. 2/58, dated the 31st March, 1958, observed :—

> "Now, to help bring about a collective approach, we have recently adopted in the Ministry a new pattern of contact with States. Ministry's officers whether technical or administrative will no longer be visiting States individualy as they have done so far. Instead, all our technical officers as a team headed by the Secretary of the Ministry are visiting States one after the other. On arrival in a State they will break themselves into groups for allied subjects. They will visit projects according to a pre-arranged plan. Finally they meet at the Headquarters round the table and decide on agreed measures and correctives. Two States have been covered so already; two more will be done in the month of April. Experiences thus far indicate that this is a timely move pregnant with high potentialities.
>
> What with the Five Year Plan and the day-to-day problems of co-ordination, your hands are already too full. Yet if you lose touch with the soil your work perforce will be devoid of that vitality on which alone the programme can depend for its nourishment. I would strongly recommend that you introduce the same approach at the State level. It means that along with the Heads of Departments in the State you will make similar visits at least once a year to every Division. The process will be the same, namely visits to the field to be followed by detailed discussions with the Divisional Officers round the table. The Divisional Officer may do the same in his turn as regards the Districts, the District Officer as regards the Block and the Block Officer in regard to Gram Sevak circles. This can be a planned programme of field visits by our staff as an essential minimum. It should not, however, preclude individual visits by officers for study of special problems or on special occasions. Apart from guaranteeing a minimum coverage of supervision the new step will certainly contribute towards co-ordination between different agencies of development with which we have been grappling."

It is felt that the approach outlined above will not only ensure effective co-ordination and generate a team spirit among the Officers but will also help in the speedy solution of the problems relating to the multisided programme of Community Development. State Governments would have given thought to this suggestion. The Conference may like to discuss it in detail with a view to evolve and bring about some uniformity of approach in all the States.

## Main Recommendations & Conclusions

It was appreciated that the suggestion regarding joint tours in the States by the State Officers connected with development work has certain definite advantages, but it was agreed that there were some practical difficulties. It was recommended that the State Governments, may, however, give it a trial.

## (iii) Co-ordination Between Gramdan and Community Development Movements

*Background* :

1.1 In September, 1957, an All Parties Conference at Yelwal declared the desirability of co-ordination between Gramdan and Community Development Movements. In pursuance of this, action was initiated in this Ministry. The first meeting between Shri Jayprakash Narain and a few representatives of the Akhil Bharat Sarva Seva Sangh and Shri S. K. Dey, Minister, Community Development, and some officers of the Ministry took place in November, 1957. It was followed by a meeting in December, 1957, in which a few Development Commissioners also participated. A broad framework of the approach to the problem was prepared during the December talks and its minutes are at appendix 'A'. These minutes were circulated to the State Chief Ministers, Chief Secretaries and Development Commissioners to initiate thinking on similar lines at the State level.

1.2 The next step was of giving concrete shape to the ideas, as far as possible, such as could be of help in the day-to-day work at the ground level. A meeting was convened on the 17th and 18th of March 1958 where representatives of Sarva Seva Sangh and of the concerned Ministries and Planning Commission at the Centre were present in which it was decided that several of the issues involved will require further detailed thinking by working groups. Minutes of this meeting are at Appendix 'B'. The various topics that required examination by such working groups were formulated and grouped together to be considered by two working groups.

1.3 From 6th to 8th May 1958, the two working groups met in Delhi. The efforts of these working groups have succeeded in making concrete proposals on some of the issues but a few others remain which will require further thinking, perhaps by smaller groups. The evolution of the concept of a Sarvodaya Society and, related to it the Gramdan concept is a continuous process and therefore concurrent and continuous thinking will be required on the subject of co-ordination of the Gramdan and community development movements for quite some time to come. But what is important at the present juncture is that some working basis should be found as an interim measure which will assist the Gramdan communities in their process of self-development. The proceedings of the working groups are at Appendix 'C'.

*Work Ahead* :

2.1 Appendix 'C' would indicate the work lying ahead. Broadly speaking the issues are of two kinds, (i) those that will require further thinking, and (ii) those in respect of which implementation can start immediately. An effort is made in what follows to give very briefly an indication of these issues with a two-fold purpose. First, on matters

on which further thinking is necessary, it will be very helpful to have the views of the Conference for the future working groups that will work on those issues. Second, it would help the State representatives to initiate further thinking at their level on the issues facing us so that the ultimate work of co-ordination is helped.

2.2 Some of the important issues needing further thinking are: (a) definition of Gramdan, (b) composition of Gram Sabha, (c) Gram Sabha and its relations with Panchayats, (d) Gram Sabha and its relations with co-operatives, and (c) providing credit, short, medium and long term.

2.3 Some of the important aspects of each of the above issues are :—

(a) *Definition of Gramdan*: Since the co-ordination of the two movements is to be effected in Gramdan areas, definition of Gramdan becomes relevant. Its other implication is in respect of the structure and pattern of the village institutions which would play the main role in the development of the community covered by the Gramdan areas. The definition of Gramdan as suggested by the working group should be:

"Gramdan means a village in which not less than 80 per cent of the persons owning land and residing in the village donate their land to the village community, the total land donated being not less than 50 per cent of the total land of the village whether owned by residents or non-residents, and not less than 80 per cent of the entire adult population of the village join the Gramdan community".

This definition is to apply to the whole revenue village. The question was whether a portion of a revenue village forming a Tola, a Para or a hamlet could under similar circumstances be treated as a Gramdan village. One view was that unless such portion is partitioned and formed into a separate revenue village, the Gram Sabha cannot function as desired. The other view was that such partition will present many difficulties and may not be wholly desirable. Partition, for instance, would entail partition of common lands and common facilities such as grazing ground, village forest, burial ground, etc. Such partition may not always be feasible and may even lead to the growth of a feeling that the Gramdan Community is separate from the rest of the people of the village. The question was, therefore, kept open for further consideration by the Sarva Seva Sangh.

(b) *Composition of Gram Sabha*: All the adults residing in the Gramdan village will form the Gram Sabha. The age limit for membership of the Gram Sabha should be 18 years (and not 16 as suggested by the Sarva Seva Sangh) and for holding office should be 25 years. This was considered necessary because the Gram Sabha is to become a body corporate having a legal status. The adults forming

such Sabha should be individually competent legally to contract. Hence, the age limit of 18 was considered essential. Non-residents owning land in the Gramdan village can be members of Gramdan Sabha. Their donations may be taken into account in calculating the 50 per cent requirements in the definition. Similarly, persons owning a house or land in the village, but not permanently residing there can participate as members of the Gramdan Sabha. The Sarva Seva Sangh conception is that the Gram Sabha should have only a convener and not a permanent committee. There may, however, be *ad hoc* committees for specific functions and they would get dissolved as soon as those functions were over. A difficulty was expressed against this view that in the process of continuous village development it may not always be feasible or desirable to form and dissolve committees. Sometimes, situations may arise when liabilities may have to be fixed on those responsible for any act or omission. Besides, there should be a certain element of continuity in the policy, programme and its implementation. Though Gram Sabha, as a whole, under the Gramdan concept will be continuously consulted on all matters under the process of "direct democracy", it would still be necessary to have a permanent structure of functional committees for managing the affairs of the Gram Sabha. The working group ultimately suggested that there may be need to have a chairman and a Secretary and managing and functional committees for managing the affairs of the Gram Sabha. These persons should be selected by the Gram Sabha by consensus and not by formal election. These matters will also be further considered by the Sarva Seva Sangh.

(c) *Gram Sabha* vis-a-vis *Panchayats* : Under the Gramdan concept people of a homogeneous community living as such should all actively participate in all matters pertaining to the community life. This process of every adult in the village taking direct part in the day-to-day decisions concerning village life is termed "direct democracy". This process eliminates group rivalries and factions. It also claims another advantage in that the whole group remains actively associated right from planning to implementation of all items of development work. This does not necessarily happen in the pattern where a few individuals are elected and entrusted with the work of village development, the rest of the people becoming out of touch with what goes on from day-to-day. The Gram Sabha would, under this conception, be the single village institution which would deal with all aspects of community life—its existence, development and welfare. Accordingly, the Gram Sabha is pictured as a Panchayat unto itself as also a co-operative unto itself. This idea was considered in much detail by the working groups. The questions that would arise in respect of existing panchayats are :—

(i) what would be the administrative, functional and financial relationship between Gram Sabha and an existing Panchayat where—

(a) A Panchayat covers number of revenue villages, such as, 10 to 15 in some States.

(b) where the Panchayat covers a single revenue village as in some other States,

(c) where the Panchayat has existing Gram Sabhas having populations of about 250 people, and

(d) again, if a hamlet or a part of a revenue village is recognised as a Gramdan village and therefore has its Gram Sabha, what would be its relation with the Panchayat of the whole revenue village of which it forms a part.

(ii) Another issue that may arise is that though, under the Gramdan concept, when 80 per cent of the people of a village join the Gramdan community, the Gram Sabha would be of the whole village including the remaining 20 per cent. But if an existing revenue village has a Panchayat and the remaining 20 per cent do not want to form themselves as a part of the Gram Sabha and may like to continue its Panchayat, what would be the position?

(iii) To ensure proper utilisation of public funds entrusted to local self-governing bodies like Panchayats, Government have official agencies for audit, supervision of accounts, etc. What would be the position in this respect of Gram Sabhas treating themselves as Panchayats? These and such other matters require further consideration.

(d) *Gram Sabha* vis-a-vis *Co-operatives* : Working Groups had to devote a lot of time to the consideration of this matter. The Sarvodaya concept desires the Gram Sabha to be *automatically* considered as a co-operative society and recognised as such for purposes of getting financial and other facilities. The co-operative financing agencies are likely to have their difficulties in such automatic recognition, because a co-operative under the present conception and laws is a body of persons wishing to work together for certain specified purposes and coming forward to register themselves as a co-operative. In other words a person cannot be born in a co-operative as he can be born in a Panchayat. Again, co-operation being "voluntary" and Gram Sabha under the present Gramdan concept being a body covering the whole village including those who are not members of the Gramdan community has the risk of ceasing to be voluntary if the whole Gram Sabha is automatically considered as a co-operative. Some of the people from among the 20 per cent who have not joined the Gramdan may not be willing to be members of the automatically formed co-operative and may not like to share its liabilities. What should be done in this situation? It was difficult for the Gramdan concept to drop its basic idea of not having a multiplicity of institutions at the village level. It was, therefore, felt that for the interim period, as a working solution of a practical difficulty, each of the adult members of the Gram Sabha may register himself as a member of a co-operative society and thus the whole Gram Sabha may also be a co-operative society; but neither automatically nor because it is the Gram Sabha.

Then arose the question of co-operative farming societies in Gramdan villages and their relationship with the main Co-operative Society mentioned above, since under the Gramdan concept, pooled land which is in the ownership of the Gram Sabha is re-allotted periodically to individuals, families or groups of families if they so choose. If individual allottees wish to join for purposes of co-operative farming and obtain government assistance extended to such co-operative farming societies, would it be necessary to register them separately as a co-operative society or the assistance to them would flow through the main society and they may function as a section of the main society? The objection in treating them as a section was that losses incurred by them may have to be shared by the whole community which was not fair to the community. Again, the success or failure of the co-operative farming venture could be assessed only if it is treated financially as a separate entity and it was, therefore, according to one view, very necessary to register it as a separate farming society, distinct from the main society. The consensus of the working group was in favour of treating such co-operative farming as a part of the main co-operative. Yet the practical problems arising out of such arrangement may need further consideration.

It was felt that ultimately it would be necessary to organise the Gram Sabha into a kind of a corporation which will function both in the developmental and economic spheres to take charge of the affairs of the community. Perhaps a separate financing agency for providing credit to such bodies will also have to be developed. This may perhaps require a separate legislation and detailed examination of financial implications.

(e) *Providing Credit, Short, Medium and Long-Term* : As a result of the acceptance of the principle of credit-worthiness of purpose, crop loans are advanced to the extent of about 40 per cent of the estimated value of expected crops. In light of the experience gained in the villages of Koraput district in Orissa, it was indicated that it was essential that short-term credit should meet requirements both for productive purposes such as seeds, fertilizers, etc., as well as for subsistence of the family for the period that its members have to work on the actual cultivation operations, because for that period there will be no other source of subsistence for the family. The major portion of such credit would be for subsistence. It was estimated that the extent of short-term credit so needed may go up to about 80 per cent of the estimated value of crops and in some cases of very small holdings may go even to 100 per cent of the value of the crop. In this background, the present scale of 40 per cent of the value is totally inadequate.

It was recognised that the process of building up a reserve for production purposes will therefore be a slow process. It will be achieved

only through improvement in land, in the techniques of cultivation and by increasing the size of the holdings where possible.

To the question as to how it would be considered justifiable to give short-term production credit on a larger scale to the Gramdan villages, the answer was that the State has already laid down as its objective the development of the full production potential in the field of agriculture for which necessary amount of short-term credit has to be given. This objective has a better chance of realisation in Gramdan villages because of the better organisation and atmosphere of co-operative working that will exist there.

It was felt that co-operative financial agencies may not be able, under their existing limitations, to come forward to give this quantum and scale of assistance. It was realised that bulk of the finance will have to come from Government and will have to be given either directly or through the co-operative channels. If given through co-operative channels, it may be necessary to give a State guarantee, the burden for the principal as well as the interest will have to be shared by the State and Central Governments.

For medium and long-term loans, it was felt that they should also be related to the production potential of the area and the re-payment should be by annual instalments realised at the time of the harvest. The size of the instalment should be decided on the basis of the additional production which the loan will generate. Such credit should not be related to the value of land nor will land be its security. To judge the financial size of the problem, it was felt that in respect of short-term credits, the experiment may be confined to about 3,000 Gramdan villages in all parts of the country. Taking about 50 families as the average size of a Gramdan village and Rs. 100 per family as the short-term credit required, the annual requirement would be of the order of about 1½ crores for 3,000 villages. In case of medium and long-term loans, it was not possible to guage the size of the problem nor its implications on a long-term basis. It was, therefore, considered that the experiment of linking them with production potential should be restricted very much, to selected areas taken up for intensive development, as Pilot Projects for co-ordinated programme of Gramdan and Community Development organisations.

Question of old existing debts which has its repercussions on credit societies was also considered. It was felt that debt conciliation and scaling down may be attempted as far as possible, but the liability for repayment will rest with the individual. Credit institutions will not take over these debts. Such debts may be treated as long-term debts and a portion of the increased production be set apart for repayment of these debts by the individuals.

To give supplementary sources of income as well as fuller employment to the community, labour contracts, forest contracts and other similar contracts may have to be given to the Gram Sabha. It was urged that no separate co-operative societies need be formed for this purpose. The main society may take up this work and should be given assistance by way of some initial advance which the Gram Sabha may need.

*Immediate Implementation* :

3.1 Coming to matters where immediate action should be initiated, attention may be drawn to the objective of Community Development which has been stated as Appendix II of the March proceedings at Appendix 'B'. In Gramdan villages, the main responsibility for planning has to rest with the Gram Sabha which should chalk out the programme in consonance with the objectives and also taking into consideration the minimum programme envisaged by the Sixth Development Commissioners' Conference. The Extension agency will provide the necessary technical assistance and guidance that may be required. After the programme is drawn up, it will be referred to the Block Development Committee who will render such financial assistance as may be possible.

3.2 Working of a Gram Sabha, as above, is the most desirable first step in "Planning from below", so important in the Community Development Programme. Gramdan villages afford a real opportunity for planning from below. Immediate opportunity should therefore be taken to start the process of such planning by the Gram Sabhas in the Gramdan areas.

3.3 Resources that the Gram Sabha would need for implementation of its plans will of course have to be consistent with the availability of total resources. Yet much could be achieved by pooling the resources from block budget, departmental budgets, funds available for schemes for Scheduled Castes and backward classes, funds of the Social Welfare Board, Khadi Commission, other Boards and also from non-official institutions like Sarva Seva Sangh, Gandhi Nidhi. Kasturba Trust, etc.

3.4 Though Government agency is not to concern itself with the process of procuring Gramdan donations, yet once Gramdan is formed, the Government agency can be of assistance in the process of actual distribution of land by Gram Sabha. The Gram Sevak, the Patwari and the Revenue Circle Office can assist in the process by making available land records required for the purpose, checking the

Danpatras and so on. In short, the planning and implementation of the programme in the Gramdan areas can immediately start if proper instructions reach the last link of the official machinery that Gram Sabha is to be assisted and guided to the best extent possible in the process of planning and implementation of its programme.

*Administrative and Training arrangements :*

4.1 These are items which are very vital and can be immediately taken up for implementation. For closer collaboration between workers of the two movements, there should be periodical meetings at the Central, State, district and block levels. Representatives of Sarva Seva Sangh may be associated with the Block Advisory Committees, District Development Committees and the State Level Committees for planning. A sub-committee of the Block Development Committee may be charged with the responsibility of looking after the proper progress and development in the Gramdan villages of the block. This may be done when the number of such Gramdan villages is more. If the number is small, the alternative would be that representatives from the Gramdan villages may be associated with the Block Advisory Committee to reflect the will of the people of those villages. In the seminars, conferences and other deliberations of both the movements the workers of the other should be suitably associated as it would help in greater assimilation of the philosophy and methodology of the two movements by workers of either movements. To impart training in the philosophy and methodology of Gramdan movement the training institutions for the various categories of personnel working in the Community Development Movement should incorporate topics in their training syllabii and representatives of Sarva Seva Sangh should be associated in their framing and also in imparting instructions. Likewise, camps of Sarva Seva Sangh workers should be attended by C. D. workers. To the Central Institute of Community Development may be sent some Sarva Seva Sangh workers for orientation.

4.2 Arrangements have been made for distribution of Gramdan literature to block libraries, training centres' libraries and village libraries. All officials working at different levels should acquaint themselves with the same and also ensure through systematic study circles, etc., that this literature is read by the maximum number of people and particularly by those for whom it is meant so that the understanding of the Gramdan philosophy would spread and ground is prepared for greater receptivity of these ideas by all concerned.

These are matters which can be taken up immediately for implementation.

Appendix 'A'

## COORDINATION OF THE GRAMDAN AND THE COMMUNITY DEVELOPMENT MOVEMENTS

(December 15-19)

In pursuance of the conclusions reached in the Gramdan Conference held at Yalwal in September last that the closest cooperation was desirable, between the Community Development Movement and the Gramdan Movement, Minister for Community Development had had a preliminary discussion with Shri Jayaprakash Narayan on 17th and 18th November. Among the points that emerged in this discussion one was that there was need for a fuller understanding of the philosophy, objectives and methods of working of the Community Development Movement among the workers of the Gramdan Movement and those of the Gramdan Movement among the workers of the Community Development Movement. It was agreed that as a first step in this direction an informal discussion should be arranged in Delhi between the representatives of the Sarva Seva Sangh and the Ministry of Community Development, to which should also be called a few Development Commissioners. A draft paper could be prepared at this meeting which could be considered at a high level meeting presided over by the Prime Minister. In this paper should be indicated such basic objectives and methods of work and procedure as will secure the coordinated operation of the two Movements. These discussions have taken place and this paper is based on the results of these discussions.

*Objectives* :

The objective of the Community Development Programme is to promote the all-sided development of the village community, including their economic, political, social, cultural and moral developments; in particular.

(a) to develop a spirit of community life among the people by promoting cooperation and mutual sharing, leading ultimately to voluntary community ownership of the basic means of production, such as land,

(b) to make the village self-sufficient, in the primary needs of life, such as food, clothing and shelter, and

(c) to develop self-reliance in the individual, and initiative in the Community so that the people are able to manage and run their affairs themselves and make the villages selfgoverning units of the larger Indian democracy.

*Approach* :

The programme of Community Development in the Gramdan villages should be an integrated one having in view the all round development of the village community. The Development Programme must, therefore, foster the spirit of community cohesion which is initially generated by Gramdan. Secondly, the programme should help in the development of collective initiative of the people so as to enable them progressively to manage their own affairs.

For this purpose the following points must be particularly borne in mind :—

(a) Subject to the emphasis on the uplift of the most needy families, schemes which benefit the whole community should receive priority.

(b) Credit should preferably be made available to the community as a whole.

(c) Revenue should not be assessed individually but collectively for the whole village. The Gram Sabha will be authorised to collect revenue also from those who do not donate their lands to the common pool, and pay for the entire village community. Necessary adjustments in Tenancy Laws and in the system of assessment and realisation of agricultural income-tax will have to be considered in the light of the pooling of the ownership in land.

*Programme* :

The programme of Community Development while it should be formulated and implemented primarily through the initiative of the people, should aim at securing a minimum increase in the standard of living within a reasonable period of time. The following items in the order in which they appear will indicate generally the priority that should be followed :

(1) Provision of drinking-water facilities.

(2) Soil conservation, reclamation and irrigation.

(3) Provision and encouragement of subsidiary occupations, such as Poultry, Bee-keeping, Fishery, etc.

(4) Agricultural demonstrations at convenient places in each block, preferably on community land.

(5) The emphasis should be on introduction and development of dual purpose (*i.e.* draught and milk) breeds of cattle. In the backward areas this is particularly important as the economy of those areas cannot maintain two separate breeds.

(6) Organisation of work camps or Bhoosena Corps.

(7) Self-sufficiency in cloth—In the promotion of handloom, the policy needs reorientation so as to ensure that it serves the interests of the community as a whole. This could be achieved by use of Ambar and hand-spun yarn.

(8) Food processing industries and processing of other agricultural produce and raw materials—As far as possible maximum amount of processing of agricultural produce should be done at the village level. For this purpose, provision of warehouses at convenient places easily approachable from the villages and credit against stored goods will be necessary.

(9) Housing for scheduled castes and scheduled tribes who have practically no houses—These houses have to be in keeping with the economic condition of the people. It may be useful to take up pilot schemes through Sarva Seva Sangh.

(10) Sanitation, hygiene and habits of cleanliness.

(11) Education—The whole programme should be carried out with an educational outlook. Schools should not be rigidly bound by the Educational Code in such matters as hours of study, times of vacations, etc., which should be changed to suit local conditions.

In the opening of new blocks priority should be given to areas where Gramdan has taken place.

An economic survey of the village should be carried out to facilitate preparation of family-wise economic plans. The Sarva Seva Sangh will suggest a proforma with necessary explanatory notes for such survey.

Arrangements should be made to ensure that any information from revenue and settlement records that may be required by the Block staff should be speedily furnished to them.

In backward areas the need for giving legal assistance to the people to get advantage of Protective Acts was recognised but it was felt that the whole question will require further detailed examination.

*Credit* :

Credit in the Gramdan villages is of fundamental importance and is likely to present considerable difficulties. Non-institutional sources of credit dry up almost completely as soon as individual ownership in land ceases due to Gramdan. It would be essential to give effect to the concept of credit for creditworthy purposes rather than to creditworthy persons. Such credit shall be supervised not only by the Extension Service but also by the Gram Sabha. The different aspects of this question will have to be examined carefully by a Working Group. Gramdan villages offer ideal conditions for the development of co-operative farming. How best cooperative farming can be developed would require detailed study by the Working Group.

*Pilot Projects for Depressed Areas* :

The Community Development Programme has so far not been very successful in its objective of economic advancement of the very backward sections of the rural population. It has been the experience of the workers of the Sarva Seva Sangh that this class of population particularly in the Adivasi areas, requires special assistance. Part of this assistance will have to be in the nature of rehabilitation grant to put these backward families in the position from where alone they can utilise with advantage the assistance which may be provided under the general development programme. For this purpose, assistance provided under the general development programme. For this purpose, assistance provided under the various schemes of Government, for instance, the Community Development Programme, schemes for the Adivasi areas and for Depressed Classes will have to be pooled and be further strengthened where necessary.

It was agreed that it will be desirable to take up a few pilot areas within this Plan period where schemes for special assistance to

the very backward families could be taken up on an intensive scale so as to ascertain more precisely the financial outlay involved and the magnitude of the problem. Such pilot schemes would give the best results if taken up in Gramdan villages. Efforts should, however, be made to distribute these projects all over the country. In the light of the experience that would be gathered through the working of these pilot projects, a general programme for the uplift of all the depressed families over the entire country could be promoted in successive Five-Year Plans.

*Organisational Set Up* :

(1) Every Gramdan Unit should have a Gram Sabha consisting of the entire adult population to manage its affairs.

(2) This Gram Sabha should be recognised as the village cooperative. This arrangement will require certain changes in the Cooperative Laws for which a detailed examination by a Working Group is necessary. (The participants in Gramdan will be responsible for management of the pooled lands. But all members of the Gram Sabha will enjoy the full advantages of the Cooperative Society).

(3) Marketing and credit organisation should be built up from below.

The Gram Sabha should be made an integral part of a State's Panchayat Organisation. How this could be best done will have to be settled by each State Government in consultation with the Sarva Seva Sangh.

The Gramdan and Community Development Movements have among their objectives the creation of initiative and self-reliance among the members of a community. This can be achieved only by providing that the primary community will function as a direct democracy and not through representatives. The size of Gram Panchayats, therefore, becomes relevant. While considering this issue, however, the need for ensuring that Government's assistance is effectively taken to the communities has to be considered. In considering this latter issue account will have to be taken of the new Extension role of Government and the fact that when communities get organised the task of taking assistance to them is facilitated to a considerable extent.

The functions that will be entrusted to any community will have to be determined with reference to their capacity to manage these at their own level. For managing functions which may be the common concern of a number of primary communities living near each other, it may be possible to organise a union or an association of such communities (Gram Sabhas) without giving to them any statutory character. This can be an alternative to having a bigger statutory panchayat coming in between the Gram Sabha and the Block Samiti.

This whole question is both intricate and of fundamental importance and would therefore need more detailed consideration. Any pattern that is suggested will have to provide for the different conditions and circumstances prevailing in different parts of the country.

*Machinery for implementation of the programme* :

As a general rule the implementation of the programme in the Gramdan villages will be entrusted to the Extension Organisation being set up by Government at block and village level. It would, however, be necessary to select specially suitable Block Development Officers and other Extension Officers for blocks with Gramdan villages. It will also be necessary to give these officers a special orientation training before they are put in charge of the work.

The Extension Organisation will be fully assisted by the Sarva Seva Sangh with advice, through educational activities and particularly by creating the necessary atmosphere for the success of the programme.

In certain areas where the Sarva Seva Sangh have been working or would like to work through their workers they will be fully assisted by the agencies of Government. These areas could serve as pilot projects from where it could be expected that new ideas and experiences would be gathered for wider application.

Similarly, on the side of Government some model projects could be taken up where the people's response has been good and atmosphere is favourable. In these areas the best workers of Government should be placed. They would be given special assistance by the Sarva Seva Sangh.

It was agreed that it should not be the concern of the Government organisation to secure Gramdan from the people, but the block staff should help in the distribution and allotment of Bhoodan and Gramdan lands.

The workers of community development programme could provide through study circles and group discussions in the villages a forum for the workers of the Gramdan movement to propagate the idea of Gramdan.

It was agreed that the Sarva Seva Sangh should have representatives at the Centre, State, District and block levels who could associate themselves with policy makers and administrators for consultation as well as joint study of the problems and a study of the field implementation of the agreed common programme.

*Common understanding on the programme* :

It would be necessary to create in the workers of the community development programme a full understanding of the Gramdan movement and in the workers of the Gramdan movement a full understanding of the Community Development programme. Both must also be given a full understanding of the decisions that may be taken to achieve coordination of the two movements. For this purpose the following steps are suggested :

(i) A special seminar should be arranged of the top level workers of both the Movements.

(ii) Sarva Seva Sangh workers would participate in seminars organised by the Ministry of Community Development and the State Governments.

(iii) All the key personnel working on the Community Development Programme should be given a special course of orientation training which should form a part of the syllabus of the Training Centres.

(iv) A complete set of Bhoodan literature both in the local language and in English should be supplied to each Block Headquarters Library for the officers to read and discuss in their study circles. The Ministry of Community Development will pay for this.

(v) A forum should be provided in the journals of the Sarva Seva Sangh and in the 'Kurukshetra' for discussion on field problems of workers of both Movements. Further, the weekly magazine in English and the regional language of the Sarva Seva Sangh should be supplied to all Block Headquarters and to the Training Centres of the Ministry, at the cost of the Ministry.

It was agreed that understanding and acceptance of the objectives of Gramdan should be obtained through persuation, which will demand sympathy and patience on both sides. This point of view will have to be forcefully placed before the top workers of Government as well as of the Gramdan Movement.

*Literature* :

For the purpose of propagating the philosophy and objective of the Gramdan Movement among the people the following measures are suggested :—

(a) A complete set of selected books suitable for village libraries should be sent to each library in areas where intensive work could be undertaken, at the cost of this Ministry. It was estimated that a set of these books would cost Rs. 10. To the other areas a smaller collection of books could be sent which may not cost more than Rs. 2-8-0 per set.

(b) In those areas of the country where in the initial stages concentrated effort would be made to coordinate the Gramdan Movement and Community Development Programmes, the journals of the Sarva Seva Sangh should be supplied to all village libraries at the cost of this Ministry for the first year. To the village libraries in other areas this Ministry will suggest that they subscribe to these journals.

It was considered advisable to concentrate work in the beginning in the States of Bihar, Orissa, Andhra, Madras, Bombay, U.P. and Rajasthan where Gramdans have already been secured to an appreciable extent.

## GRAMDAN AND COOPERATION

[*Statement issued at the conclusion of the Gramdan Conference, held at Yalwal (Mysore) on September 21 and 22, 1957*]

At the invitation of the Sarva Seva Sangh, a Gramdan Parishad was held on September 21 and 22, 1957 at Yelwal in Mysore State. The Rashtrapati graced the Conference with his presence. Other invitees, from all India, deeply interested in this Movement, were also present.

2. Acharya Vinobaji explained to the Conference how he came to adopt the non-violent technique for the solution of socio-economic problems, more especially the land problem. Beginning with voluntary land gifts, the Movement developed and reached the stage of Gramdan, that is the gift of entire villages to the village community. More than 3,000 villages have thus far been voluntarily offered as Gramdan to the village community by the people concerned who have thereby renounced their private ownership in land.

3. The participants in the conference welcomed this Gramdan Movement and expressed their high appreciation of the objective underlying it. This would lead to a fuller development of cooperative life and effort in the villages concerned and would also result in the economic betterment of the people of these villages and alround progress and development. It would further create the psychological climate all over India for the solution of the land problem and for the furtherance of cooperative life. The essential feature of this Movement was the non-violent technique adopted and its voluntary character. Thus, the ethical approach was combined with practical economic advantages and the development of a social order based on cooperation and self-help. Such a Movement deserves every kind of help and encouragement.

4. The members of the Central and State Governments who were present, while expressing their full appreciation of the Gramdan Movement and their desire to help it, pointed out that the Governments concerned would have to proceed with their schemes of land reforms which were based on the abolition of all intermediate interests in land, the limitation of holdings, and the promotion of the cooperative movement in all its phases with the consent of the people concerned. This governmental approach was not in conflict with the Gramdan Movement and would indeed be helped by it.

5. It was further pointed out that the closest cooperation was desirable between the Community Development movement and the Gramdan Movement.

6. At the conclusion of its two days' deliberations, the Conference expressed its high appreciation of Vinobaji's Mission and his efforts to solve national and social problems by non-violent and cooperative methods, and appealed to all sections of the Indian people to give this Mission their enthusiastic support.

## Appendix 'B'

### Government of India

### MINISTRY OF COMMUNITY DEVELOPMENT

Minutes of a meeting of Workers of the Sarva Seva Sangh, Officers of the Planning Commission, of the Ministry of Community Development and other Ministries of the Central Government to discuss further the question of coordination of Gramdan and Community Development Movements held in the Committee Room of the Ministry of Community Development, Krishi Bhavan, on 17th and 18th March, 1958.

The list of persons who attended the meeting is contained in Appendix I.

Shri S. K. Dey, Minister for Community Development, in his opening remarks drew attention to the following points :—

(1) The proposal to stagger the opening of Blocks so as to cover the entire country by 1963 instead of by the end of the current Plan period following the recommendations of the Balwantrai Mehta Team. Shri Dey suggested that the Sarva Seva Sangh may also consider for similar reasons concentrating their development work in a few selected areas rather than aim at too rapid an expansion.

(2) Unity of understanding over basic issues relating to the subject of coordination of Gramdan and Community Development Movements was being reached among functionaries of Government working at higher levels, but this same understanding had yet to be taken to functionaries working at lower levels. For this, one requirement was to establish an organisational link between the Sarva Seva Sangh and the Government machinery functioning at different levels. To Government functionaries working at the ground level, specific and concrete decisions and instructions had to be given for implementation. For this the ground will have to be prepared by the Working Groups that will consider the different topics.

(3) Workers of the Sarva Seva Sangh specially qualified for this purpose, will be required to assist the Training Centres of Government in imparting proper knowledge about Gramdan to the workers of the Community Development Programme.

Shri Jayaprakash Narayan, who spoke next, made the following points :—

(1) Unlike the workers of the Ministry of Community Development, who will necessarily be of one mind in carrying out the policy of the Ministry and obeying its instructions, the workers of the Sarva Seva Sangh may not show such common thinking. Each individual in that organisation is completely free to have his own point of view, though believing in the general ideology of Gramdan. This should not be mistaken as confusion of thinking within the organisation.

(2) After the Yalwal decisions there is, by and large, a unity of understanding among the top level workers of the Sarva Seva Sangh but this does not yet go down to the workers at the ground level.

(3) The ultimate goal of the Gramdan Movement is a stateless society and therefore in some of its workers there is apprehension that by coordinating their activities with those of the State their Movement may run the risk of being swallowed up by the State. But Vinobaji's mind is clear on this point. He has welcomed the decision to co-ordinate the Gramdan and Community Development Movements and so have the Sarva Seva Sangh.

(4) As regards the work of development that has to follow the Act of Gramdan there are two views within the Sarva Seva Sangh. One believes in consolidation of achievements already made with emphasis on the development of the Gramdan villages already secured to make them into model villages. The other emphasizes more the psychological change in the people which the Act of Gramdan on their part reflects than the reconstruction work that has to follow. They want a rapid increase of Gramdan villages. Vinobaji is of the latter view and goes to the extent of saying that even though the standard of living in a Gramdan villages does not rise, the creation of the feeling of a family in the entire population of the village by the Act of Gramdan is what is most important. This point should have considerable significance for workers of Community Development Movement.

(5) The Sarva Seva Sangh being fully conscious of their inability to take up reconstruction work in all the Gramdan villages aim at developing a few model villages through reconstruction work.

(6) Dealing with Shri Dey's point about the need for organisational link between the workers of the two Movements at all administrative levels, Shri Jayaprakash Narayan observed that the Sarva Seva Sangh will try to nominate workers for the district level but may not be able to nominate workers at the Block level for all Blocks. As an alternative, they might suggest three or four representatives for each district, each to take charge of 3 or 4 Blocks.

Shri Jayaprakash Narayan agreed with the decision to stagger the opening of Blocks and with Shri Dey's emphasis on training of Community Development Workers in Gramdan.

Shri Dey, while agreeing that the emphasis has to be on the change of outlook in the people, expressed the view that even for bringing about such change and maintaining the new attitude constructive work must follow soon after the act of Gramdan. The psychological change which the act of Gramdan represents, supports and has to be supported by the reconstruction programme. Shri Dey also thought that if in a very few model villages work is taken up, the pressure of the surrounding areas may be so heavy on these model villages that they may soon cease to be models.

The need for amplifying the common objectives of the two Movements which was agreed upon in the last meeting of the Ministry of Community Development with the Sarva Seva Sangh held in December, was then discussed and an amplified draft which was prepared by Shri Tarlok Singh was agreed to on the second day. This will be found in Appendix II.

One important question raised by Shri Dey was, how best could assistance be taken to the last man, which was an objective of the Community Development Programme but was not being realised so far. Shri Dey expressed the hope that by the coordinated working of the two Movements an answer to this difficult but vital issue may be found.

Shri Narayan Desai suggested that the details of the manner in which the workers of the two Movements should collaborate with each other should be worked out and so also the training arrangements that should be made for the training of the workers of the two Movements.

In the afternoon of the 17th March the Sarva Seva Sangh representatives for the differents States gave a brief account of the Gramdan Movement in their State and indicated some of the problems that were beginning to arise.

Three sub-groups were formed to frame the issues which required consideration by the working groups on the following subjects :—

(1) Panchayats, Cooperatives and Village Development including legislation and such aspects of land reforms as may be relevant.

(2) Agriculture, Industries and Employment, Social Work and Social Services.

(3) Administrative collaboration between Gramdan workers and the workers of the Community Development.

These sub-groups devoted the morning of the 18th March to their work and presented their recommendations to the whole conference in the afternoon. These recommendations were discussed by the whole conference and certain modifications were indicated. The final recommendations are contained in Appendices III, IV and V.

It was decided that there should be two Working Groups; one to deal with Panchayats, Cooperatives and Village Development, and the other to deal with the programme of Training and Collaboration between the workers of the two Movements.

It was decided that in order to give those who will serve on the Working Groups, the necessary background knowledge of Gramdan, the Sarva Seva Sangh will produce a brief pamphlet and send the necessary number of copies of it to the Ministry of Community Development. The Ministry of Community Development likewise should send to the workers of Sarva Seva Sangh suitable literature which will give them a knowledge of the Community Development Programme.

The Working Groups should have their first session of about three days in the middle of April and if necessary a second session beginning on the 1st of May with a view to complete their studies by the 2nd of May at the latest so that the whole subject could be fully discussed in the Annual Conference on Community Development which is scheduled to be held some time in the last week of May, 1958.

## Appendix I

**List of persons who attended the meeting on 17th and 18th March 1958**

*Akhil Bharat Sarva Seva Sangh*

| | |
|---|---|
| (1) Shri Jai Prakash Narain | |
| (2) Shri Siddharaj Dhadda | |
| (3) Shri Poorna Chandra Jain | |
| (4) Shri R. K. Bajaj | |
| (5) Shri Vaidyanath Prasad Choudhry | (Bihar) |
| (6) Shri S. R. Sub amanian | (Madras) |
| (7) Shri S. Jagannathan | (Madras) |
| (8) Shri C. C. Bhandari | (West Bengal) |
| (9) Shri Narayan Desai | (Bombay) |
| (10) Shri R. K. Ramalingareddy | (Andhra Pradesh) |
| (11) Shri Prabhakar | (Andhra Pradesh) |
| (12) Shri Gokulbhai | (Rajasthan) |
| (13) Shri Achint Ram (Attended on 18th) | (Punjab) |
| (14) Shri Karanbhai | (Uttar Pradesh) |

*Government of India (Other than Ministry of C.D.)*

| | |
|---|---|
| (1) Shri Tarlok Singh, I.C.S. | Planning Commission |
| (2) Shri D. K. Malhotra | Planning Commission |
| *(3) Shri A. V. Venkata Subban | Ministry of Health |
| (4) Shrimati P. Johari | Ministry of C. & I. |
| (5) Shri B. N. Maheshwari | Ministry of Home Affairs |
| (6) Shri B. N. Datar | Ministry of Labour |
| (7) Shri R. H. Chishte | Ministry of F. & A. |
| (8) Dr. P. D. Shukla | Ministry of Education |
| (9) Shri R. S. Kalamkar | Ministry of F. & A. (ICAR) |
| (10) Shri T. Lakshmi Narayan | Planning Commission |
| (11) Shri M. P. Bhargava | Ministry of F. & A. |
| (12) Shri P. C. Suri | Planning Commission |
| (13) Shri D. P. Nair | Planning Commission |
| (14) Shri S. C. Mathur | Planning Commission |
| (15) Shri R. Ramaswamy | Ministry of Finance |

*Ministry of Community Development*

(1) Shri S. K. Dey
(2) Shri B. R. Tandan, I.C.S.
(3) Shri B. Mukerji, I.C.S.
(4) Shri G. F. Mankodi, I.A.S.
(5) Shri A. Prakash, I.A.S.

*Attended the morning session.

(6) Shri B. Mukhopadhayay
(7) Shri S. C. Roy
(8) Shri D. Raghavan.

*List of those who were also invited but could not attend the meeting.*

| | |
|---|---|
| (1) Shri Dhirendra Bhai Majumder | Sarva Seva Sangh |
| (2) Shri Vallabh Swami | do. |
| (3) Shri R. K. Patil | do. |
| (4) Shrimati Amelaprabha Das | do. |
| (5) Shri Annasahib Sahsarbudhe | do. |
| (6) Shri Kelappanji | do. |
| (7) Shri Nabakrushna Chowdhury | do. |
| (8) Shri M. R. Bhide, I.C.S. | Planning Commission |
| (9) Shri P. P. Agarwal | Planning Commission |
| (10) Shri S. C. Mullick | Ministry of Health |
| (11) Dr. P. C. Alexander | Ministry of C. & I. |

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## Appendix II

**The amplified text of the objectives will read as under :—**

(NOTE :—Portion proposed to be added to original text, by way of amplification, is underlined).

"*Objectives* :

The objective of the Community Development Programme is to promote the all-sided development of the village community, including their economic, political, social, cultural and moral developments; in particular,

(a) to develop a spirit of community life among the people by promoting cooperation and mutual sharing, leading ultimately to voluntary community ownership of the basic means of production, such as land, *and fulfilment by the village community of responsibility for the welfare, employment and livelihood of all members,*

(b) to make the village self-sufficient, in the primary needs of life, such as food, clothing and shelter *and to promote the development of each village along with the development of the local area of which it forms part, and*

(c) to develop self-reliance in the individual, and initiative in the Community so that the people are able to manage and run their affairs themselves and make the villages self-governing units of the larger Indian democracy".

## Appendix III

### Terms of reference for working group on Panchayats, Cooperatives and Village Development

1. *Definition of Gramdan* :

(a) Village or part of Village-criteria for consideration.

(b) Proportion of owners and of land donated. (Consideration of distinction between residents and non-resident owners and cultivators).

(c) Four classes of lands to be considered in relation to village community :

(i) Bhoodan and Gramdan lands.

(ii) Common lands.

(iii) Existing lands vesting in Government.

(iv) Lands which become available in consequence of land reform measures.

(d) Implications of (a) in relation to (i) Common lands, (ii) Other categories of lands.

(e) Relation of village labourers to Gramdan.

(f) Relation of persons belonging to some adjoining village cultivating land situated in Gramdan.

(g) Consideration of the question of artisans in relation to Gramdan.

2. *Composition of Gram Sabha* :

(i) Criteria for determining when there should be a separate Gram Sabha for part of the village, which comes under Gramdan and when there should be a Gram Sabha for the village as a whole.

*Explanation* :

(a) Criteria should be common between the State Government and the Sarva Seva Sangh.

(b) The Gram Sabha will include those who donate the land as well as others.

(ii) Under what conditions, persons with houses/lands in the village, but not permanently resident in the village, may participate as members of the Gram Sabha.

(iii) Age limits (a) for membership of Gram Sabha, and (b) for holding office.

(iv) Questions relating to the functionaries of the Gram Sabha, such as Executive Committees, convenors, mode of selection or election, etc.

(v) Relationship between Gram Sabha and Gram Panchayat.

3. *Organisation of Cooperatives in Gramdan villages* :

(a) Whether in Gramdan villages, the Gram Sabha can carry out all functions of an economic character on behalf of--

(i) those who have donated their lands, and

(ii) others who have not donated their lands;

(b) whether in Gramdan villages, there is need for a village multi-purpose cooperative society;

(c) whether in Gramdan villages there is need for separate co-operative societies for special purposes, such as

(i) village industries;

(ii) credit;

(iii) marketing and processing;

(iv) housing;

(v) farming.

(d) Questions of size of cooperative societies in Gramdan areas.

(e) Relation of Gram Sabha in Gramdan villages to large-sized cooperative credit societies, cooperative marketing societies and other cooperative societies which serve larger areas than individual villages, wherever these are formed.

(f) What would be more suitable—

(i) declaration of the Gram Sabha, by law, as a registered co-operative society, in respect of all economic functions undertaken by the Gram Sabha on behalf of the village community, as a whole;

OR

(ii) acceptance of the Gram Sabha by Law, as a registered co-operative society with those who have donated their lands in Gramdan as primary members.

(g) Land management and organisation of individual and co-operative farming in Gramdan villages.

4. *Credit for Economic Activities in Gramdan Villages* :

(a) Review of existing rules with a view to liberalising credit for economic activities extended to—

(i) Cooperative societies as corporate bodies ;

(ii) individual members of cooperative societies;

(b) Special problems of extending credit facilities to Gram Sabhas in Gramdan villages with a view to rapid village development.

(c) Consideration of problems relating to supply of credit for subsistence, consumption and social needs in Gramdan villages.

(d) Special measures to expedite supply of credit in the interim period.

(e) Consideration of the question of giving advances to village cooperatives taking contracts.

5. (i) Legal provisions and administrative arrangements necessary for recognising the village ownership of lands, collection and payment of land revenue and the rights and obligations of allottees of lands in Gramdan villages.

(ii) Rights and obligations of allottees of Bhoodan lands.

(iii) Questions relating to settlement of disputes in Gramdan villages, agricultural income-tax and graded surcharge on land revenue in respect of Bhoodan and Gramdan lands.

(iv) Arrangements necessary for coordination of work in Gramdan villages.

6. *Coordination* :

(a) between Gramdan villages;

(b) between Gramdan and non-Gramdan villages.

7. Problems of internal management in a Gramdan village, including training of villagers for various responsibilities maintenance of accounts, mobilisation of land resources (manpower and capital) for development, and incentives for hard work and efficiency.

8. Consideration of relations between Gramdanis and non-Gramdanis in Gramdan villages.

9. Consequential steps administrative, legislative and other resulting from the decisions on various matters.

10. Such other items as may not have been included in this list, but which suggest themselves during the course of the work in the Working Groups may also be considered to give answer to the questions arising out of Gramdan.

# Appendix IV

## Recommendations of the Group II on Programmes

The Group considered that the nature and priority of different items of the programme of development would vary from place to place in the Gramdan areas.

Therefore, in light of—

(i) the Report of the Study Team on Community Development and National Extension Services of the Committee on Plan Projects;

(ii) experiences already gathered in the Gramdan areas; and

(iii) the objective of the Community Development Movement as modified, it would be advisable to consider—

(a) priorities;

(b) contents; and

(c) mode of operation of the programme.

To assist the Working Group in giving concrete suggestions, if possible, on the above basis, the following items involved in different facets of the programme are listed out. Such other items as may be considered necessary may be added.

(1) *Reorganisation of Land* :

(a) Consolidation of holdings.

(b) Minimum holdings.

(c) Ratio between individual and collective holdings.

(d) Land for community purposes.

(e) Ratio between cash and food crops.

(f) Saturation of areas with improved seeds.

(2) *Development and Utilisation of Land* :

(a) Area under cultivation.

(b) Soil conservation, reclamation, etc.

(c) Irrigation.

(d) Manuring.

(e) Cropping pattern to meet the objective of self-sufficiency of the village and the region in food and clothing, as far as possible.

(3) *Provision of Drinking Water Facilities* :

(4) Animal Husbandry, with particular emphasis on the introduction and development of dual purpose (*e.g.*, draught and milk) breeds of cattle.

(5) *Village Industries* :

(a) Food, Processing industries and clothing.

(i) Rice (ii) Oil (iii) Gur and Sugar (iv) Clothing.

(b) Servicing Industries, *e.g.*, Carpentry, Blacksmithy, etc.

(c) Subsidiary industries, *e.g.*, pottery, building materials, etc.

(d) Improvement of implements.

(6) *Housing and Shelter* :

(a) Provision of shelter to Harijans and others who do not have sufficient shelter.

(b) Improvement of existing houses.

(c) Improvement of construction materials.

(d) Accommodation for public purposes, such as community halls, etc.

(7) *Sanitation, Hygiene and Habits of Cleanliness* :

(a) Improvement of drainage.

(b) Protection against infectious diseases.

(c) Provision of sanitary facilities, individual as also on community basis.

(d) Health education.

(e) Promotion of community cleaning habits.

(8) *Education* :

(a) Pattern of education for children and adults.

(b) Sharing of expenditure between the State and the community.

(c) Selection, qualification and training of teachers.

(d) Supervision and administration.

(e) Recreational activities.

(9) *Medical Facilities* :

(a) Provision of normal health facilities.

(b) Development of indigenous system of medicine.

(10) *Organisation of Work Camps or Bhoosena Camps* :

The Group thought that the programme could be taken up when all the formalities and verifications regarding the Gramdan have been completed.

## Appendix V

### Recommendations of Group III on Administrative Collaboration between Gramdan Workers and the Workers of Community Development

The suggestions of this Group are based on the December note regarding coordination of Gramdan and Community Development Movements, particularly, the portion under the heading 'Machinery for Implementation of the Programme'.

*Resources* :

For development Gramdan villages should have a reasonable share of resources from,—

(i) schematic budget of the Block;

(ii) departmental budgets of the different departments;

(iii) special schemes such as of uplift of backward classes, etc.

2. How can this be ensured ?

(a) Should there be representation on Block Advisory Committee of a representative from each Gramdan village ?

(b) How would the suggestion in (a) be fitted into the pattern of a statutory body at the Block level if and when it is formed ?

3. Satisfying the condition that in Gramdan villages, responsibility for preparing the programme will be of Sarvodaya Panchayats, what will be the working relationship between,—

(i) such Sarvodaya Panchayat and the Block Advisory Committee ;

(ii) such Sarvodaya Panchayat and the Block Development Officer.

4. In view of shortage of workers with the Sarva Seva Sangh, the Gram Sevak may have to assist the Sangh in the distribution of land. In this work, what precisely should be the role of a Gram Sevak ?

(i) Is it desirable that he should have any functions involving exercise of discretion ?

(ii) What should be the role of Gram Sevak *vis-a-vis* the patwari in respect of such distribution of land ?

(iii) Is any training of the Gram Sevak by the Sarva Seva Sangh necessary ? If so, what should be its nature and duration ?

(iv) The Sarva Seva Sangh should give details regarding the exact nature of the assistance required by them from the Gram Sevak.

5. For villages lying outside Blocks, what steps are necessary to achieve collaboration between the official machinery and the Sarva Seva Sangh workers ? The alternatives can be :—

(a) One or two representatives of the Sangh may be appointed on the District Planning Committee.

OR

(b) Special Sub-Committees of the District Planning Committee may be formed to look after such Gramdan villages till they are covered by Blocks. Such Sub-Committees may coopt representatives of each of the Gramdan villages not convered by Blocks.

OR

(c) Any other suitable alternative.

Would such coordination at the District level ensure satisfactory development in the interim period ?

6. In view of the revised objective of community development, are any steps necessary to train the Community Development workers, particularly Gram Sevaks in the philosophy and methodology of Gramdan ? If so,—

(i) What should be the nature and duration of that training ?

(ii) Whether such training should be arranged separately; or

(iii) it should be woven in the existing syllabus of training of such workers ?

(iv) Who would be best fitted to impart such training ? If Sarva Seva Sangh is considered best fitted for the purpose, in what manner will they be able to best discharge this responsibility?

7. For closer association and better understanding between the workers of both the movements, would it be desirable to have,—

(i) a meeting every six months between representatives of Sarva Seva Sangh and Community Development and other Ministries at the Central level ;

(ii) a meeting every quarter between the workers of both the movements at the State level;

(iii) participation of top workers of the Sarva Seva Sangh in the Annual Conference on Community Development;

(iv) associating representatives of Ministries at the annual conference of Sarva Seva Sangh;

(v) having special meetings for dealing with special issues, where selected persons may be invited from both the sides ? Such meetings may be sponsored either by the Sangh or by the Ministry of Community Development;

(vi) an All-India seminar of top workers of both movements may be held in one of Vinobaji's camps so that benefit of his advice could also be available ?

8. Details of how workers of both the movements can collaborate in the training programme may involve consideration of,—

(i) preparation of syllabus;

(ii) training of Instructors of the Training Centres;

(iii) instructions may be given by workers of the Sangh at some of the Training Centres of the Ministry ;

(iv) would it be desirable that workers of Sarva Seva Sangh may join courses at the Central Institute for study in Community Development :

(v) how best can workers of the Sangh participate in the Gram Sahayak training camps.

9. Would it be worth while that,—

(i) workers of the Gramdan and C. D. Movements undertake a joint study of some of the old blocks of the C. D. programme and test their observations against the revised objectives of Community Development, so that modifications, if any, may be considered so as to satisfy the objective;

(ii) similar joint study of some of the Gramdan villages may be made.

*Appendix 'C'*

## Recommendations of Gramdan Working Group No. 1

*The Definition of Gramdan* :

After very full consideration the Group came to the conclusion that Gramdan should be defined as follows :—

"Gramdan means a village in which not less than 80% of the persons owning land and residing in the village donate their land to the village community, the total land donated being not less than 50% of the total land of the village whether donated by residents or non-residents, and not less than 80% of the entire adult population of the village join the Gramdan community".

In assessing the 50% of the land which must come in the pool by donations for making a village a Gramdan village, according to the definition given above, common lands of the village and other categories of land which are not private lands of the owners, will not be taken into account.

This definition is to apply only to whole revenue villages. The question whether a portion of a village forming a *tola* or hamlet could, under similar circumstances, be treated as a Gramdan village was discussed at great length. One view was that unless this portion or hamlet of the village could be partitioned and formed into a separate revenue village, the Gram Sabha will not be able to function in the manner desired. The other view was that to so partition a revenue village will present many difficulties and may not be wholly desirable. The question was, therefore, kept open for further consideration by the Sarva Seva Sangh.

If a part of a village which comes under Gramdan is not separated from the main village to constitute a separate revenue village, arrangements will have to be made to ensure that it is given a large measure of autonomy to function as an independent community or Gram Sabha. Its relationship to any village organisation that may function for the whole village will have to be laid down in a manner as will fulfil this requirement. Its share of the common facilities, such as of grazing ground, burial ground, will also have to be assured for this portion of the village. It was felt that there would not be much difficulty in doing this.

All lands of a Gramdan village or of the area of a village which has come under Gramdan, whether it is land forming the pool constituted by the donation of lands or other common lands of the village, must vest in the Gram Sabha and be under its management. Lands which become available in consequence of land reform measures being the surplus land of non-donors will, however, be disposed of in accordance with the policy of Government, which may include giving all or any portion of this land to the Gram Sabha.

*Composition of Gram Sabha* :

Non-residents owning land in the Gramdan village can be members of the Gram Sabha.

Similarly persons owning a house or land in the village but not permanently residing there can participate as members of the Gram Sabha.

Age limit for membership of the Gram Sabha should be 18 years and for holding office should be 25 years.

There may be need to have a chairman and a secretary and managing and functional committees for managing the affairs of the Gram Sabha. These persons should be selected by the Gram Sabha by consensus and not by formal election. These matters, however, will be further considered in connection with the examination of the Gramdan Act.

*Organisation of Cooperatives and Gram Sabha* :

The Gram Sabha should carry on the community functions on behalf of all persons residing in the village whether they have donated their lands or not.

After a very full discussion on the question whether the Gram Sabha can be recognised as the cooperative society for all economic purposes, it was the opinion of the Group that the present structure of the co-operative movement and the purpose for which it has developed and the manner in which it functions, will not make it possible for the Gram Sabha to be recognised automatically as the cooperative society for the whole village community. Therefore, in the interim period it will be necessary to form a cooperative society in the usual manner by all the members of the Gram Sabha joining it. This society will conform to the present structure of cooperative societies and follow the usual procedures and methods of working and for the usual purposes. Ultimately it will be necessary to organise the Gram Sabha into a kind of a Corporation which will function both in the developmental and economic spheres and take charge of all the affairs of the community. A separate financing agency for providing credit to this body will have to be developed. This will perhaps require a separate legislation.

The cooperative society will be affiliated to the marketing society (union) and other federal societies that may be functioning in the area.

The entire land management should be entrusted to the Gram Sabha. The collective cultivation of the community lands of the village should be undertaken by the cooperative society.

If some individuals want to do joint farming no separate cooperative society should be formed. The joint farming should be undertaken by the members under the cooperative society. The special assistance which a joint farming society will be entitled to under any scheme of the Government should be available to this group of persons through the Gram Sabha.

In this connection another view was expressed that there should be a separate society for this kind of joint farming so that the special assistance can be conveniently given to it. Accounts can be separately kept and the keeping of it would require specially qualified office-bearers of the society, and lastly, if there is any loss this will not fall on the entire community. This will enable the results of the experiment to be clearly known.

The full requirement of short term credit needed for agricultural production should be assured to the Gram Sabha. This wi'l be assessed on the basis of a carefully prepared production programme. It was pointed out by Shri Anna Sahib on the basis of his experience of work in the Gramdan villages of Koraput that it is essential that the short term credit to be so provided should meet the requirements both for seed, fertilizers, etc. as well as for the subsistence of the family for the period that its members have to work on the actual cultivation operations, because for that period there will be no other source of subsistence for the family. It was his experience that the major portion of the credit thus required will be for subsistence; that for seeds etc. will be comparatively less and the total amount of credit needed may go up to 80 and in some case even to 100 per cent of the value of the crops that will be grown. The present scale of giving 40% of the value of the crop as a crop loan being followed in some places is, therefore, totally inadequate. The portion of the credit needed for purposes of subsistence should be strictly assessed and kept at the minimum.

The process of building up of a reserve for productive purposes will, therefore, be a slow process. It will be achieved only through improvement in land, in the techniques of cultivation and by increasing the size of the holdings.

To the question how it would be justified to give short term production credit on a larger scale to the Gramdan villages, the answer is that the State has already laid down as its objective development of the full production potential in the field of agriculture for which necessary amount of short-term credit has to be given. This objective will have a better chance of realisation in the Gramdan villages because of the better organisation and atmosphere of cooperative working that will exist there.

Medium and long term loans should also be related to the production programme and the quantum of it assessed on the full study of the production potential of the area. The repayment of these loans should be by annual instalments realised at the time of the harvest

equal to the value of the additional production which the loan will generate. This credit should not be related to the value of the land nor will land be its security. The security will be technical guidance and supervision, a good production programme, the honesty of purpose and cooperative working of the community and such other devices as a price guarantee, crop insurance, etc. that may be adopted.

It was realised that the bulk of the finance both for short-term and medium and long term credits will have to come from Government and will have to be given out either directly or through the cooperative channels. If it is given through the cooperative channels it will be necessary to give a State guarantee the burden of which will have to be shared by the State and the Central Govrnments.

In the case of medium and long term loans the attempt to provide these adequately may be made only in some selected areas taken up for intensive development work through a coordinated programme of the Gramdan and Community Development organisations.

It will also be necessary for purposes of ensuring the advancement of short term, medium and long term credits to the extent suggested to improve the organisational efficiency of the cooperative agencies at all levels and to improve the procedures so as to remove delays and bottlenecks.

Credit for subsistence, other than required for productive purposes, and for consumption and social needs cannot be made available from cooperative or other institutional sources. The community will have to make provision for these from its common funds and devise other methods for individual assistance where families would be in need of such assistance. The community will also work towards limiting expenditure on social needs.

In respect of old debts some will be taken over by the community. Debt conciliation and scaling down would be attempted as far as possible but the liability for repayment of the old debts will not be given up. These old debts would be treated as long-term debts and a portion of the production will have to be set apart for repayment of these debts. Credit institutions will not take over these debts.

Where labour forest and other similar contracts have to be taken by the Gram Sabha for purposes of providing employment to its members, advances should be given where necessary. No separate cooperative society will be organised for this purpose. The main cooperative society will take up the work.

The Gram Sabha as holder of the community lands should be exempted from payment of agricultural income-tax but individual members who hold land elsewhere assessable to agricultural income-tax will be assessed to it taking into account also their share of the land in the Gramdan village. Similar will be the position in regard to graded surcharge on land revenue.

## Recommendations of the Sub-Committee of Gramdan Working Group No. I on the Model Gramdan Act.

*Preamble* :

The preamble should be brief and in the usual form adopted for legislations. The "objects and reasons" should be separately stated.

Section 2(1) and (2).—This will be changed in accordance with the changed definition suggested by the Working Group.

(4) The age limit should be raised from 16 to 18 years.

(5) The 'Gram Parivar' idea does not fit into this legis'ation and therefore provisions regarding it should be removed wherever they occur.

(10) 'Cultivation interest' will have to be defined in the same manner as it has been defined in respective Tenancy Laws of the States.

(11) The definition of "family" will require to be more specific and to be in legal language.

CHAPTER II

Section 3(2).—This clause should be changed so as to refer to all kinds of interests in land and not only interest of "ownership and possession" as covered by the present clause.

(4) At the end of the clause add "subject to the approval of Government and on conditions laid down by Government".

Section 5(1).—It is doubtful whether the Bhoodan Yagna Board can be given the power contemplated in this clause. This will have to be further examined by the Law Ministry. The last part of this clause beginning with the words 'and after' and ending with the word 'Gram Sabha' should be deleted.

(3) Should be deleted.

Section 6.—The Law Ministry will have to examine whether it is not necessary to lay down more fully the procedure that should be followed for finalising the declaration of Gramdan, such as, provisions regarding notice, hearing of objections, etc......................

Section 7.—In this section the idea that all members of the community have a right to share on certain conditions the pooled land for purposes of cultivation should be brought out. The impression should not be created that by donating the land all rights of the owner are completely extinguished.

Section 7-A.—The Sarva Seva Sangh will consider further the question of the splitting up of revenue village when a part of the village comes under Gramdan.

7-B.—Should be omitted.

# CHAPTER III

*Incorporation and Constitution of the Gramdan :*

It will be necessary to have complete provisions either in this Act or separately or by incorporation in the Panchayat Act of the different States regarding the Gram Sabha as a village organisation akin to a Panchayat. Its forms, its functions, its rights and liabilities will have to be indicated.

There would be no difficulty in excluding even under the existing Panchayat Acts of States a village which has come under Gramdan from the purview of the Panchayat Act. This can be done by notification. To these Gramdan Acts the separate provisions can then be applied.

Section 9.—In this Act only minimum provisions regarding mode of functioning of the Gram Sabha should find place. Matters of internal concern to the Gram Sabha which can be regulated by their own bye-laws need not find place in the Act. A distinction can also be made between what should be provided in the Act and what can be provided by Rules to be framed under the Act. The advantage of excluding those things which can go under the Rules will be that amendments to those provisions can be easily made whereas amendment of the Act would require legislation.

The Sarva Seva Sangh will further consider the question of requiring all decisions to be taken either unanimously or by 80% majority consent.

Section 10.—Clauses (i) to (iv) should be omitted and clauses (v) and (vi) can be incorporated in Section 11.

Section 12.—(i) Omit the last portion beginning with the words "and according" and ending with "to time".

Section 13.—The period should be two consecutive years.

Section 14, 15 and 16 (i) should be omitted.

Section 16 (ii).—This clause should be changed so as to secure that mortgages on the land of non-donors are not valid without the consent of the Gram Sabha.

Section 17 .—Should be omitted.

Section 18.—The drafting will require improvement. The intention is to give to Gram Nidhi the character of a public fund.

Section 19.—The procedure for settlement of disputes will have to be indicated to the extent that this is legally necessary.

Section 20.—It should be further provided that the Gram Sabha cannot sell or mortgage the land vesting in it and clause (ii) should be omitted.

Section 21(i).—The first line should be changed as follows :— "All documents pertaining to be donations of land to the village community or allotments of land by the village community shall be......"

Section 23.—This provision will find place in the provisions regarding constitution of the Gram Sabha as a village organisation.

Section 24.—There should be provision, as is usually the case in such Acts, for making Rules for certain purposes which will have to be broadly indicated. There should also be provision for making byelaws by the Gram Sabha itself.

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**Recommendations of the Gramdan Working Group No. 2 on Appendices IV and V of the proceedings of the meeting of 17th and 18th March 1958.**

The Working Group discussed the matter on 6th and 7th May 1958.

*Appendix IV——Programme for the Gramdan Villages* :

The aim of the two movements is to plan from below. Gramdan Villages provide a favourable ground for such planning. It was agreed that in Gramdan Villages the main responsibility for planning rests with the Gram Sabha who should chalk out the programme of development in consonance with the objectives of the Community Development Programme as mentioned in Appendix II, and also taking into consideration the minimum programme envisaged by the Sixth Development Commissioners' Conference. The Extension agency will provide the necessary technical guidance in the matter. After the programme has been drawn up, it will be referred to the Block Development Committee who will render such financial assistance as may be possible.

*Appendix V—Item No.* 1 *Resources* :

It was agreed that after the Gram Sabha has drawn up its development programme and framed its budget, it would be submitted to the Block Development Committee, who will indicate the total amount which could be made available out of the block budget. This amount would, as far as possible, be given in lump sum and the gram Sabha given the freedom to reappropriate the funds wherever necessary. As far as the assistance from Development Departments including Backward Class Welfare Departments is concerned, they should give preference to the schemes to be implemented in the Gramdan areas. In addition, a special budgetary head may be created in every State, the funds out of which would be made available to the Gramdan areas.

*Item No.* 2(*a*) :

Gramdan Villages should find adequate representation on the Block Advisory Committees. A sub-committee of the Block Advisory Committee in charge of Gramdan work should also be constituted with powers to co-opt members.

(b) When a statutory body is formed, it should be ensured that Gramdan Villages are represented on it and it has a sub-committee in charge of Gramdan work.

*Item No.* 3 :

It was thought that it would be better to use the words Gram Sabha instead of Sarvodaya Panchayat.

(i) It will be the function and responsibility of the Gram Sabha to prepare the plan for the development of the village which will be placed before the Block Advisory Committee for sanction of funds for execution of the plan.

(ii) It was thought that the relationship between the Block Advisory Committee and the Gramdan Village having been determined and the relationship between the Block Development Officer and the Block Advisory Committee being fixed, this question does not arise.

*Item No.* 4 :

The Gram Sevak, the Patwari and the Revenue Circle Officer should assist in the distribution of land. The actual distribution will be done by the Gram Sabha itself. but as, besides technical advice, village records will be required for making distribution, the assistance of the revenue officers will be necessary.

(i) The discretion will rest with the Gram Sabha but the Gram Sevak should render necessary assistance.

(ii) The Patwari and the Revenue Circle Officer with the help of the village records, will provide technical knowledge and guidance while the Gram Sevak will generally assist the Gram Sabha in the proper distribution of land.

(iii) No special training of the Gram Sevak is required for the purpose, but camps of short duration can be held to give an orientation course and to inculcate proper ideological approach. The Revenue agency of Patwaris and Circle Officers can also attend these camps.

(iv) The Gram Sevak can render assistance in the following matters :

1. Checking of Danpatras.
2. Economic and Social Survey of the village.
3. Education and mobilization of the village people.
4. To arrange for the first meeting of the Gram Sabha.
5. Village Planning.

*Item No.* 5 :

It was considered that both the courses indicated in (a) and (b) may have to be adopted depending upon the number of Gramdan Villages in non-Block areas in the district. If the number is small, one or two representatives of the Gramdan movement may be appointed on the District Planning Committee; but if the number of villages is large, a Sub-committee can be constituted. Discretion will be left with the State Government.

It was recommended that if in any State, Gramdan Movement gained momentum and the number of Gramdan Villages was fairly

large, a Gramdan Board be constituted or adequate representation given to Gramdan workers on the State Development Board.

*Item No.* 6 :

The Group felt that it would be advisable to introduce the philosophy and methodology of Gramdan in the existing curriculum. Apart from the subjects that may thus be added to the curriculum, the existing curriculum will need to be re-examined in the light of the objectives of the Gramdan and Community Development movements. The Group also expressed the view that the atmosphere in the Training Centres should be changed and the life of the trainees should correspond as much to village or rural life as possible.

It further recommended that the workers of the Sarva Seva Sangh should be requested to serve on the various syllabus committees or to assist these committees either through correspondence or discussion as may be found feasible.

Since it is necessary to reorient all old workers in the field in the philosophy, objectives and methodology of Community Development, regular refresher courses must be organized for them at the various Training Centres.

The Group also favoured the suggestion that in making recruitment to the various categories of staff for Blocks and Training Centres some kind of tests to judge the aptitude, attitude and general suitability for work in rural areas of the candidates should be devised.

*Item No.* 7.—For closer association and better understanding between the workers of the two movements the suggestions given were fully endorsed by the Group.

*Item No.* 8.—Collaboration in the Training Programme :—

(i) *Preparation of Syllabus.*—This is already covered by the recommendations in para 2 under (6) above.

(ii) & (iii) *Training of Instructors of Training Centres.*—Bhodan/Sarva Seva Sangh workers may be associated in formulating the plan or programme of training (based of course on the syllabus) for the first batch of instructors. Besides, lectures to the trainees by prominent Bhoodan workers may be arranged during the course. It would also be useful if instructors as well as trainees in these Training Centres attend some of the camps or visit Training Centres run by the Sarva Seva Sangh.

(iv) The suggestions that workers of the Gramdan movement may join courses at the Central Institute for Study and Research in Community Development was endorsed.

(v) Workers of the Gramdan movement working in the Block or area where a Gram Sahayak Training Camp is held may be invited to join it and deliver talks, etc. to the trainees on Gramdan Movement.

*Item No.* 9.—(i) & (ii) : The Group unanimously felt that, for the time being, a joint study by the workers of the two movements either of the old Blocks of the Community Development Programme or of Gramdan villages need not be undertaken.

# DRAFT OF A MODEL GRAMDAN ACT

BY

AKHIL BHARAT SARVA SEVA SANGH

P. O. KHADIGRAM (MONGHYR-BIHAR)

## Introduction

1. The necessity of a Gramdan Act arises because, without it, a Gramdan village may find it difficult to manage all its affairs. But it is not always clear why this should be so. If, after Gramdan, a sense of a family pervades, or should pervade, the functioning of village life what is the necessity of a Gramdan Act ? All decisions in the village will be by common consent, and as nobody in the village will be challenging them, why have a Gramdan Act at all ? A Gramdan Act is necessary to enable the villagers to regulate their relations, not *inter se,* but outside the village. The question of obtaining credit, settlement of debts; involve relations with parties and institutions outside the village, and a Gramdan Act is primarily necessary for governing those relations. It is not intended to be of help directly in securing future Gramdans, and it contains no provisions influencing or compelling donors to donate land.

2. Gramdan is a new concept. It seeks to replace the present self-centred life of each family in the village by a new outlook under which it will consider itself as a unit of the new village community. The full implications of this conception have to be evolved through actual practice, and cannot be provided for in advance in an Act. The Draft Act, therefore, merely contains such essential provisions as will enable the village community to embark on its new life of regarding the whole village as the family. The idea is to make the Act as short as possible leaving each Gram Sabha to conduct its affairs according to rules framed or adopted by it. The Gram Sabha under the Act has been given wide rulemaking powers, so that it has a chance to determine in detail as to how its affairs should be managed.

3. The practical aspect of such a conception is that the villagers' decisions have so much common consent that nobody is disposed to question or challenge them. They should, therefore, be taken not only after full deliberation, but should also have such a character that nobody in the village looks upon them as an imposition on him. Thus ordinarily they should leave the dissentees to follow their own view trusting to practical experience to convert them to the contrary view. In such a situation neither the majority feels obstructed towards further progress, nor the minority feels coerced.

4. The aim is to encourage direct democracy as much as possible in a Gramdan village. Therefore it is not intended that the Gram Sabha in a Gramdan village will act through a regularly constituted Panchayat elected by the Gram Sabha once a year or for a fixed period of years. The Gram Sabha must meet to decide all matters it may constitute *ad hoc* committees to carry out specific tasks and to

consider specific matters, but the committees must submit their conclusions in case of the latter to the Gram Sabha. In this way alone will the Gram Sabha be educated and all members will be enabled to take a direct part in village affairs.

5. In case of village disputes they should be settled in the Gram Sabha itself. It is expected that the Gram Sabha will have sufficient moral authority to induce the parties to accept and abide by its verdict. But it is not intended that the Gram Sabha should be clothed with any special powers for this purpose. Should any of the parties not agree to accept the jurisdiction of the Gram Sabha it would be open to it to follow such legal remedies as are available under the ordinary law. It is not intended, that as things stand at present, the Gram Sabha should exercise any coercive authority or inflict any punishment, judicial or otherwise.

## THE GRAMDAN ACT 19

**Preamble.**—Now that the Bhoodan Yagna movement initiated by Shri Acharya Vinoba Bhave has evolved the conception of Gramdan, in which all the privately owned lands in a village are donated in favour of the village community in order that it can function as a family and it has become necessary to provide for the proper working of a Gramdan village so that it can function as a self-governing democratic unit of the Indian Republic as a first step towards the evolution of a Sarvodaya Society in India.

It is hereby enacted as follows :—

### Chapter I—Preliminary

**Short Title and Extent** 1—(1) This Act may be cited as the......... pradesh Gramdan Act. 19.

(2) It extends to the whole of ......... and shall come into force immediately.

**Definition.**—2(1) "Village" means a revenue village or a part thereof popularly known as 'Tola' or 'Para' or by any other such name.

(2) 'Gramdan' means a village, in which not less than 80% of the persons owning not less than 50% of the village land donated by a declaration made in writing all their land in the village to the village community and which has been so declared by the Bhoodan Yagna Board or the State Government.

**Explanation.**—In areas where villages or their *paras* or *tolas* do not form a physical entity separated from similar other villages *tolas* or *paras*, but tend to merge into one another, so that the demarcation of one village from another becomes national, as is the case in Kerala and elsewhere, *twenty* contiguous house holds, if they decide to donate all their land and manage their affairs as a single family, will suffice to constitute Gramdan.

NOTE.—Strictly speaking a Gramdan necessitates all the owners joining in the Gramdan declaration. But for practical purpose a large concession is taken as sufficient. so that the progress of the great majority may not be effected by a small minority. Even so the persons not joining are not compelled to join. They only become subject to the Gramdan administration in other matters while retaining their individual ownership. In areas where villages are not independent entities, separated from each other, but merge into one another to from a single contiguous block of houses. *twenty* contiguous households would be enough to constitute Gramdan. These twenty would then become a separate village.

(3) 'Gram Samaj' means all the residents of a village living at any particular time irrespective of their age or sex.

(4) 'Gram Sabha' means all the residents of a village above the age of sixteen years.

(5) 'Gram Parivar' means a group of families in a village who have donated all their land if any and desire to manage their affairs as a family, but, who, for reasons of inadequacy of land numbers or insufficiency of donated land, do not constitute a Gramdan.

(6) 'State Government' includes any officer of the State Government duly authorised to act on its behalf.

(7) 'Common land' with reference to a village includes all such land, which is not the subject of individual private ownership and the ownership of which has not been expressly reserved by the State itself.

(8) 'Gram Nidhi' means a fund operated by the Gram Sabha in which are credited such amounts in cash or in kind as may be received by the Gram Sabha.

(9) 'Bhoodan Yagna Board' means the Bhoodan Yagna Board constituted by the Bhoodan Yagna Act, hereinafter called the Board, and includes a person duly authorised by the Board to act on its behalf.

(10) 'Owner of land' means any person having a heritable or transferable or cultivation interest in land.

(11) 'Family' means and includes the wife and children including step-children, aged parents and every other person residing with and wholly dependent on the same 'Karta' or headman.

(12) 'Secured debts' means debts which have been secured on donated land or crop on such land situated in the village.

(13) 'Personal Cultivation' means cultivated by the labour of the family with such occasional assistance of outside labour as is customary according to the agricultural practice in the village.

## Chapter II—Gramdan and its Consequences

**Who may Donate Land.**—(1) Every recorded owner of land in a village may by a declaration in writing in the form A (in appendix) donate all his land in the village in favour of the village community.

(2) Where ownership and possession of village land vest in different persons the declaration must be signed by both these persons, and both will count as one person in calculating the percentage.

(3) Any person who has been allotted land by the Bhoodan Yagna Board may by a declaration in writing in form 'A' donate all the land allotted to him in favour of the village community.

Note.—Every person who has a permanent interest in land either as an owner or a tenant, including a tenant who has obtained lands in Bhoodan has been included. Where ownership is separated from possession as in the case of a tenancy both will count as one person, and the consent of both would be necessary.

(4) Where any community has been settled on land obtained from the Government or in Bhoodan, it shall be competent to make such a declaration.

**Fixing a Date for Declaration of Gramdan.**—4(1) When a number of such declarations, sufficient to constitute Gramdan have been obtained, an application in Form 'B' (shown in appendix) shall be forwarded to the Bhoodan Yagna Board, or in its absence to the State Government who after such preliminary scrutiny as it considers necessary shall fix a date, for making enquiries in the village relating to the Gramdan and declaration of Gramdan in the village.

(2) Such date shall be published by beat of drum in the village and by affixing copies of the notice at prominent places in the village.

**Visit by Board and Declaration of Gramdan & Appointment of Convenor of Gramsabha.**—5(1) On such date a representative of the Board or an officer appointed by State Government as the case may be, shall visit the village, and on being satisfied that the requisite percentage for the declaration of Gramdan is available declare the village as Gramdan and after ascertaining the general concensus of village opinion appoint a convenor who shall not be less than 25 years of age, for the Gramsabha.

(2) Such a declaration shall be in Form 'C' (of appendix).

(3) If the requisite percentage of land owners have not donated land the Board shall reject the application, but may declare the applicants to constitute a Gram Parivar.

Note.—These contain the procedure for declaration of Gramdan. After local workers have persuaded the villagers to offer Gramdan and obtained the requisite number of Danpatras, these will be sent to the State Bhoodan Board. The Board will then scrutinise the papers, and fix a date, which will be notified in the village, on which it will satisfy itself about the genuineness of the Gramdan, and declare it to be so.

This work could also be done in the alternative through official agency. But it is felt that it would lead to greater expedition and coordination with Bhoodan workers, if these duties were entrusted to the Board.

**Proof of Declaration.**—6. A declaration made by the Board under section 5(1) shall be filled in the office of the Collector of the District in which the village is situated and this shall be deemed to be conclusive evidence of the Gramdan at the village.

**Consequences of Gramdan.**—7. From the date such a declaration under Section 5(1) is made :—

(i) Individual ownership in the village land of all the persons, who have donated lands shall cease as well as their liability to pay land revenue and cesses.

(ii) All the donated land and all the common land of the village shall vest in the Gram Samaj, which shall become liable to pay land revenue through its Gram Sabha and cesses of the whole village including the land of the owners who have not joined in the Gramdan declaration.

(iii) The provisions of Gramdan Act shall apply to the village.

**Declaring a Revenue Village.**—7-A. (1) The Collector of the District on receipt of a declaration shall take steps to declare the Gramdan village as a Revenue Village. if it is a part of such a village, and take steps to provide all village amenities to the Gramdan village if necessary, by demarcation from the land reserved for this purpose in the village of which it formed a part.

(2) The Collector of the District shall split a Gramdan Village into two or more parts if the Gramsabha applies to him in writing stating the reasons and number of parts in which it wants it to be split. The Collector shall take steps to declare each part as a Revenue village and take steps to provide all village amenities to each newly declared village.

NOTE.—It frequently happens that a Revenue village is divided into different *paras* or *tolas*. Each *para* or *tola* has a separate Abadi. and is for all practical purposes a separate village, except that it is not so recognised in the Revenue Records. Where a *para* or *tola* qualifies for Gramdan, it has been provided that it should be declared as a separate village. A large village involves administration through a representative body like a panchayat. Since all authority in the village vests in the Gramsabha it is of the utmost importance that all members take an active part in its proceedings hence if a village is a large one it has to be divided into more parts and corresponding number of Gramsabhas. If any land of the Revenue village is for common use of the whole village, it should be proportionately allotted to the part *i.e.*, the new Revenue village.

**Consequences of a Gram Parivar.**—7-B. A. Gramparivar community shall be bound by such terms and conditions as it may impose on itself and shall be confined to its members only.

## Chapter III—Incorporation and Constitution of the Gramsabha

**Incorporation of Gramsabha.**—8. (1) The duty of carrying out the provisions of this Act, and management of the land on behalf of the Gram Samaj shall subject to the restrictions, conditions and limitations therein contained be vested in the Gramsabha of a particular village.

(2) The Gramsabha shall be competent to perform all the administrative and development functions which are currently performed by a village Panchayat or a Cooperative Society. Where such bodies already exist in the village they shall be merged in the Gram Sabha on such terms and conditions as the Gram Sabha shall prescribe. The Gramsabha shall be entitled to borrow funds for the development of the village.

(3) The Gramsabha shall be a body corporate having perpetual succession and common seal with power to enter into contracts and to acquire, hold, administer and transfer property movable and immovable and shall by the said name sue and be sued through its Convenor.

**Decisions of Gramsabha.**—9. The Gramsabha shall settle all questions before it unanimously. It will, however, be open to a Gramsabha to adopt by an unanimous decision a rule that its decisions shall be by a 80% majority of the members present, but not less than the majority of its total membership.

Note.—This relates to the day to day functioning of the Gramsabha. The idea is that all the members of the Gramsabha should take part in its proceedings. In this way alone can direct democracy be encouraged. Otherwise it is today's experience that having delegated their duties to an elected individual or a group, the main body ceases to feel their responsibility for their development. This happens today all over, whether in a Panchayat, a Municipal Committee, a District Board, State Assembly or the Parliament. Therefore, it is not intended that a Gram Panchayat, *i.e.*, an elected body representing the Gram Sabha should function in a Gramdan village. Instead the normal procedure would be for the whole Gramsabha to take a decision on all important matters. It may, if it considers necessary, appoint *ad hoc* sub-committees for any specific purpose, but even their decisions will have to be approved by the main body.

The Convenor will be the mouth piece of the Gramsabha and the channel of correspondence with the outside world. It is not intended that he should have any greater authority than this.

It is expected that the Gramsabha will attempt to secure unanimity in its decisions. Differences of opinion will either be resolved after a discussion or their intensity will be so much toned down that the protagonists of a minority view will not feel compelled to dissociate themselves actively from the majority view. Even after such

a decision, a course of action may be followed which may leave the dissenters free to take their own line without preventing the majority from going forward with theirs, *viz.*, even if the majority view is to *practice* cooperative farming or use artificial manures, or sow a particular seed, the minority will be left free to follow their own particular course of action. Thus conversion of the minority will be left to the process of time and experience rather than the operation of majority decision. The above conclusions are supported by actual experience in the field. Should, however, a Gram Sabha feel that a provision for unanimity may not work and would merely encourage obstructive tendencies, it may decide to carry on by obtaining not less than 80% majority of its decisions in the Gramsabha.

## CHAPTER IV—DISPOSAL AND MANAGEMENT OF VILLAGE LAND

**Management of village Land.**—10. The Gramsabha may

(i) manage all Government land in the village after it vests in the Gramsabha ;

(ii) categorise the total land in the village according to the best use each parcel of land can be put to, *e.g.* grazing land, fuel and fodder reserve, irrigated land, garden and vegetable land, etc. and also for such community purposes as village site, cremation ground, school, dispensary etc;

(iii) reserve a certain area varying between 10 to 25% of the cultivated area for joint cultivation by the whole community;

(iv) provide for a small plot of land adjoining the house for each house-hold for growing vegetables, fruits, trees, etc;

(v) arrange for the cultivation of the remaining land by the village community, either by individual families or groups of families, or the whole village jointly;

(vi) in case of allotment by families, to redistribute the land periodically with reference to variation in the sizes of the families in the intervening period.

11. The Gramsabha shall be competent to take all such decisions in respect of the entire village land as it considers necessary and proper subject to the following conditions :—

(i) It shall not affect adversely the individual proprietory right of any person who has not joined the Gramdan.

(ii) It shall enable every family in the village, including village artisans, who is willing to cultivate land personally, to take part in village cultivation, and in case of allotment of land by individual families to the allotment of such land.

(iii) It shall make provision for the maintenance of infants and old persons who are unable to work for themselves, and have none to look after them.

**Conditions of Allotment.**—12. The allotment of land in case of individual cultivation shall be on the following conditions :—

(1) The allottees shall cultivate the land personally and according to such directions as the Gramsabha may issue from time to time.

(2) The allottees shall have no heritable and transferable interest in the land allotted to them.

(3) The allottees shall surrender all of his allotted land in case of general redistribution and for other purposes deemed necessary by the Gramsabha.

(4) On the demise of an allottee the land allotted to him shall stand surrendered to the Gramsabha.

NOTE.—The first duty of the Gramsabha is to arrange for the cultivation of the village land. The idea is that if the Gram Sabha feels capable of shouldering such a responsibility, each house-hold should have a back yard where it can grow vegetables and fruits. Each family in the village, willing to cultivate land personally will be allotted land, if the Gramsabha decides on individual cultivation. Artisans, whose volume of work from their craft is insufficient for their livelihood will also be allotted some land though smaller in extent to supplement their craft income provided they undertake to cultivate the land personally. The allottee has only the right to cultivate land. He has no heritable or transferable interest in it. The Gram Sabha has absolute ownership over the land and can take it away from him provided it gives him another piece of land instead.

The land revenue on the village land will be paid by the Grámasabha. It may decide to levy some dues on individual allottees or have the land revenue paid out of land reserved for joint cultivation in the village.

**Allottees' eviction.**—13. The Gramsabha may evict a person from allotted land if he fails to cultivate it personally—during.........consecutive years.

NOTE.—It is to be noted that eviction is only for personal non-cultivation of the holdings, and not for breach of other conditions. It was felt that this extreme penalty should not be necessary even for securing payment of debts and other dues, as these could be made a first charge on the crops.

## CHAPTER V—DUTIES AND FUNCTIONS OF GRAMSABHAS

**Inventory of debts.**—14. Every Gramsabha shall as soon as possible, after the declaration of Gramdan, prepare an inventory of all debts secured on the donated land as well as other debts owned by the persons donating land in Form 'D' (shown in appendix).

**Settlement of Debts.**—15. (1) After consulting the creditors and with their concurrence, the Gramsabha may make such settlement of the secured debt as it considers to be just and proper, and accept liability for the discharge of the same in the manner agreed upon.

(2) In the case of other debts also, it may follow a similar procedure and may guarantee repayment of such debts after conciliation.

**Credit Facilities.**—16. (1) The Gramsabha shall arrange for the credit requirements of each family in the village. It may take such security for their discharge, including a pledge of the crops as it thinks fit. Where crops have been pledged, they shall not be sold without the written permission of the Gramsabha.

(2) The persons who have not donated their land shall borrow money only after intimation to the Gramsabha in writing in From 'E' shown in appendix.

**Functions of Gramsabha.**—17. The Gramsabha may provide for economic, health, sanitary, cultural and educational, social and moral upliftment of the village.

NOTE.—The provision of credit to the villagers will be one of the most important functions of the Gram Sabha. Another will be to assume responsibility for payment of all debts secured on the land. This is necessary since individual property in land becomes abolished and the Gramsabha becomes the legal owner of the land. Hence the Gramsabha should have authority to enter into negotiations with all secured creditors, effect settlement of outstanding debts and accept responsibility for their payment. This will also help to preserve for the Gramsabha, an important current source of credit.

The Gram Sabha can settle debts by negotiation only, and should these fail, the creditor can pursue his usual remedies in the Civil Courts.

A similar provision is made for unsecured debts with the difference that liability to pay unsecured debts will devolve on the individual; but the creditor's security will be enhanced if the Gramsabha guarantees such repayments also. This, it may very well use as a lever to get substantial reductions of outstanding debts. It will be able to discharge this obligation as it will have a first charge on the crops of the debtor.

The Gram Sabha's obligation to provide credit is secured by allowing it a first charge on the debtor's crops.

The question was considered, if the Gramsabha should have authority to evict an allottee for non-payment of debts or other dues. The necessity of such a provision from the point of view of recovery of debts is obvious. It was, however, felt that the object in view could be as well secured by providing the Gram Sabha with a first charge on the crops, and limiting eviction only to the exceptional case of persistent failure to cultivate personally.

**Gram Nidhi.**—18. Every Gramsabha shall constitute a fund known as the Gram Nidhi, in which shall be credited :—

(i) all recoveries in cash or in kind made by the Gram Sabha from the families in the village;

(ii) such contributions including a share of the produce as the Gramsabha may decide to receive from individual allotment of land;

(iii) such deposits from the proceeds of common cultivation or other joint enterprise as the Gramsabha may decide to make;

(iv) all loans, grants, and other receipts whether in cash or in kind received by the Gram Sabha from Government, a local body or any other source.

The Gramsabha shall be responsible for all disbursements out of the Gram Nidhi and maintaining a proper account of such disbursements.

## CHAPTER VI—SETTLEMENT OF DISPUTES

19. A Gramsabha may settle any dispute or any compoundable offence arising in the village in respect of which the parties agree to abide by its decision. Such a decision shall be binding on the parties to the dispute and shall be considered as a full and final settlement of the dispute by a court of law.

Should the parties or any of them not agree to accept the jurisdiction of the Gramsabha, it shall be open to them to follow such legal remedies as are open to them under the existing law.

## CHAPTER VII—MISCELLANEOUS

**Gramsabha not Attachable.**—20. (1) The land vesting in Gramsabha shall not be liable to attachment or sale in execution of any decree or order passed by a civil or Revenue Court.

(2) The land vesting in a Gram Sabha shall not be acquired for any purpose by State or Central Government except by the consent of Gramsabha.

**Exemption from Stamp Duty and Registration.**—21. (1) All documents pertaining to be donations of land to the village community shall be deemed always to have been exempted from payment of stamp duty and from registration or attestation under the law relating to registration and execution of documents any law to the contrary notwithstanding.

(2) Any society formed by the Gramsabha shall be deemed always to have been exempted from payment of registration fee, any law to the contrary notwithstanding.

**Alternate Reduction of Land Revenue.**—22. The Government shall reduce the land revenue payable by the Gramsabha by 25 to 50%.

NOTE.—It is suggested that Government should be able to give a substantial relief in the quantum of present assessment in a Gramdan village for two reasons. Firstly, in view of the assumption of the total liability of the village by a single institution, the Government's task of collection would have become much easier. Secondly, the existence of the Gramsabha would very greatly facilitate Government's administration in the village. A 25 to 50% reduction should be considered.

**Appointment of Village Servants.**—23. The Gramsabha shall have power to appoint servants and shall fix, settle and disburse the pay, wages, hire charge or other emoluments of any person so employed.

NOTE.—Ordinarily each village has at least 3 categories of village servants, some of whom may serve more than one village, or some villages may have more than one category of village servants besides servants of the Gram Panchavat. The Gram Sabha should be enabled to appoint all these servants, and Government should give it a grant equal to them. Unless these servants belong to the Gram Sabha Government's administration cannot be rendered more effective, nor can village Self-Government be a reality.

**Power to Make Rule.**—24. The Gramsabha shall have power to make rules for transaction of its business, for the appointment of a convenor, for formation of *ad hoc* committees, for the procedure settling debts, for maintaining of proper accounts, for the allotment and management of village land, for obtaining credit for village development and the needs of individual allottees, for the sale of the village produce, for the development of village resources deemed necessary by it which are not inconsistent with the provisions of this Act.

**Act to Override Other Laws.**—25. The provisions of this Act and of the rules and regulations made thereunder shall have effect notwithstanding anything inconsistent therewith contained in any other law for the time being in force in the State relating to any of the matters contained in Lists II and III of the Seventh Schedule to the Constitution or in any instruments having effect by virtue of any such law.

**Power to Remove Difficulties.**—26. If any difficulty arises in giving effect to the provisions of this Act, the State Government may, as occasion may require, do anything which appears to them necessary for the purpose of removing these difficulties.

**Form 'A'**

## DANPATRA

[*Declaration of Donation of Land Under Section* 3 (1) *of the Gramdan Act*].

We/I......................the recorded owner/possessor of the land hereby donate all our land in village.............................. Serial No...............Tehsil (Thana)...................District.... ...........for declaring our village as Gramdan Village in the Gramdan Movement initiated by Shri Acharya Vinoba Bhave to village community of...................................

*Particulars relating to land*

| Names of recorded owners | Persons in possession | Area of land | No.(s) of fields [Khasra No.(s).] | Total land revenue |
|---|---|---|---|---|
| 1 | 2 | 3 | 4 | 5 |

Date:

Witness: (1)

(2)

Signature of donors

---

**Form 'B'**

[*Application for Bhoodan Board for Declaring Gramdan as Required by Section* 4(1).

To

The Secretary,

The Madhya Pradesh Bhoodan Yagna Board.

The resident landholders of the village.................. wish to get their village declared as Gramdan village.

| Number of landholders in the village or Tola | Number of persons who have declared to donate all their land to village community | Ratio or percentage of donors to landholders | Total area of and | Area of land donated |
|---|---|---|---|---|
| 1 | 2 | 3 | 4 | 5 |

Signature
(of Bhoodan Worker)

Date:

(1)

(2)

Signatures of Donors.

**Form 'C'**

[*Declaration of Gramdan* Vide *Section* 5(2).]

I,..................................the Secretary of the.........
......................Bhoodan Board on behalf of the Board declare that.............................village of Tehsil (Thana).......... of.............District is a Gramdan village.

The Board is satisfied after spot enquiry that the requisite percentage for the declaration of Gramdan has been obtained.

In the meeting of all the residents of.....................village for which due proclamation was issued, Shri.................................. son of........................aged........years was appointed convenor of Gramsabha of........................village.
Date..................

(Seal of the
Bhoodan Board)

Signature of Secretary,
Bhoodan Board.

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**Form 'E'**

*Information Regarding Borrowing Money.*

[*Vide* Section 21(2) of the——— Gramdan Act]

| Name of borrower | Name of creditor | Amount to be borrowed | Rate of interest | Nature of debt *i.e.* mortgaged or on pledge or on pronote | Mode of repayment | Remarks |
|---|---|---|---|---|---|---|
| 1 | 2 | 3 | 4 | 5 | 6 | 7 |

Date.............

Signature or thumb impression
of the proposed borrower.

**Form 'D'**

*Inventory of Debts*

(Vide *Section* 19 *of the Gramdan Act*)

Inventory of debts of.......................... village...................................... Tehsil

| Names of debtors | Names of creditors | Date of loan | Amount of loan | Nature of loan (on pronote or on mortgage | Field mortgaged |
|---|---|---|---|---|---|
| 1 | 2 | 3 | 4 | 5 | 6 |

| Articles pawned | Rate of interest | Amount paid | | Amount outstanding | | Remarks |
|---|---|---|---|---|---|---|
| | | Principal | Interest | Principal | Interest | |
| 7 | 8 | 9 | | 10 | | 11 |

Date..............................

Convenor of

.....................Gramsabha.

## Main Recommendations & Conclusions

*Objectives of Community Development.*—"The objective of the Community Development Programme is to promote the all-sided development of the village community, including their economic, political, social, cultural and moral development; in particular :—

(a) to develop a spirit of community life among the people by promoting cooperation and mutual sharing, leading ultimately to voluntary community ownership of the basic means of production, such as land, and fulfilment by the village community of responsibility for the welfare, employment and livelihood of all members ;

(b) to make the village self-sufficient, in the primary needs of life, such as food, clothing and shelter and to promote the development of each village along with the development of the local area of which it forms part; and

(c) to develop self-reliance in the individual, and initiative in the community so that the people are able to manage and run their affairs themselves and make the villages self-governing units of the larger Indian democracy."

The Conference approved this statement of the objectives. It recommended that efforts should be made to bring this statement to the attention of official and non-official workers engaged in Community Development throughout the country and to promote widespread public discussion including State Legislatures and the Parliament.

*Definition of Gramdan.*—"Gramdan means a village in which not less than 80% of the persons owning land and residing in the village donate their land to the village community, the total land donated being not less than 50% of the total land of the village whether donated by residents or non-residents, and not less than 80% of the entire adult population of the village join the Gramdan community."

*Explanation.*—In assessing the 50% of the land which must come in the pool by donations for making a village a Gramdan village, common lands of the village and other categories of land which are not private lands of the owners will not be taken into account.

While broadly approving the definition, the Conference felt that the percentages should not be taken too rigidly and that the Sarva Seva Sangh may consider in particular what should be the percentage of the adult population of the village subscribing to the objective to make a village a Gramdan village.

*Functioning of Gram Sabha as Panchayat and as Cooperative.*—The question whether the existing Panchayat Act cannot be suitably modified so as to cover the requirements of Gramdan villages may be examined by the Sarva Seva Sangh.

The interim solution of enrolling members of the Gram Sabha as members of the cooperative society under existing legislation and rules applicable to cooperative societies may be adopted for the present.

*Impelmentation of the Coordinated Programme.*—(1) The Ministry of Community Development should prepare a self-contained document bringing together the results of all the earlier discussions regarding co-ordination between Gramdan and Community Development movements. A sufficient number of copies of this document should be supplied to each State so that State Governments in the various departments concerned could consider the issues fully.

(2) The Development Commissioners' Organisation and the State representatives of Sarva Seva Sangh may jointly consider pooling of resources from various official and non-official sources for implementing common and allied programmes in Gramdan villages.

(3) Efforts should be made to get Gramdan Acts passed by the States as early as possible to enable smoother working in Gramdan areas.

(4) While it would be the responsibility of the Sarva Seva Sangh to seek donations by way of Bhoodan or Gramdan, Government agencies should give all possible assistance in such matters as the checking of 'danpatras' with the revenue records, demarcation of lands, consolidation of holdings, land distribution, etc. These processes could be greatly expedited with adequate assistance from Government agencies.

(5) Subject of Gramdan, its philosophy and methodology should be included in the syllabus of the training centres for the personnel of Community Development movement. The Sarva Seva Sangh should provide the necessary personnel for imparting instructions on this subject at the training centres.

(6) Sarva Seva Sangh and its organisations in the States might evolve a system for making available to the State Governments and the Central Government periodically correct and up-to-date information regarding lands donated in Bhoodan and Gramdan.

### (3)—Measures to Discourage Exhibitionism in the Programme

An extract from a letter dated January 25, 1958 from the Minister (C.D.) to Development Commissioners is given below :—

*Exhibition or utilisation.*—Throughout the country, we have built up an enormous number of institutions, schools, panchayat ghars, recreation clubs, information and community centres, village latrines, bathrooms attached to wells, adult education centres, panchayats, youth clubs, mahila mandals and what not. Are we sure these institutions are being exploited to the full ? Enrolment in schools, especially of girls, is a woeful sight. Panchayat Ghars and Cooperative Godowns, by and large, are rarely open, except for ceremonial occasions and visits of V. I. Ps. I recognise that institutions and buildings are good to see and offer visible emblems of our effort. I should have thought, however, that all the pounding that we have received in the State Legislatures, Parliament, the Press and the successive reports of the Evaluation Organisation, would have given us by now a new dimension for our effort, and switched us universally to the fullest utilisation of institutions that have existed or have been created, instead of the present dispersion of a major part of our energies in creating buildings and institutions *minus* the invlovement of the people and *minus* their utilisation........... How do we wean ourselves away from the suicidal mania of exhibitionism?"

It is a human tendency to exhibit achievement, and it is also a human failing to attempt to achieve what is easy and quick to achieve. The result is that items like schools, panchayat ghars, recreation clubs, community centres etc. are readily taken up by the block staff, while the more difficult items *e.g.* agriculture, cottage and small industries etc., are relegated to the background. What is even more unfortunate is that our village folks share this feature of exhibitionism and megalomania fairly equally. This tendency has to be corrected, and a new dimension for effort should be established. One of the ways of doing this would be to concentrate on the economic and productive aspects of the programme, and when visitors come to the blocks, take them round, not to show schools, panchayat ghars and other institutions, but show them what has been achieved in regard to the more difficult aspects of the programme, namely, agricultural extension, cottage and small scale industries, etc. The prize competition scheme is also a step in this direction. Other steps should also be devised to correct the prevailing tendency and give proper tone and emphasis to the programme. The Conference is invited to make suggestions in regard to this problem, as it does not seem to be easy to devise measures by which the really permanent measures of improvement in fields such as agriculture, village industries, etc. can be exhibited, and taken credit for by the Block Staff or the villagers.

## Main Recommendations & Conclusions

It was generally felt that exhibitionism, as mentioned in the agenda note, was not so widespread as to cause concern. However, the dangers inherent in exhibitionism were noted and the measures for overcoming them, as suggested in the note, were agreed to.

The Conference also emphasised that visitors who wished to see the blocks should give sufficient notice so that they could be taken round the different areas and shown not only 'works', but also other aspects of the programme *e.g.*, agricultural extension, cottage and small industries etc.

(4) BLOCK ADVISORY COMMITTEE

**(i) Elected (Selected) Non-Official Chairman or Vice-Chairman of Block Advisory Committees—Problems Relating to.**

The importance of making community development a people's programme is well recognised. Various steps are being taken continuously to transform it into a people's programme. One of the steps suggested in a letter from the Ministry in January, 1957, was :—

> "that the Chairmanship of the Block Advisory Committee during the post intensive stage, should not be confined to officers only, but should be thrown open to non-officials as well".

After a meeting of the Informal Consultative Committee of the Members of Parliament, States were again advised in September, 1957, that—

> "a non-official out of those present should be elected to preside over meetings of the Block Advisory Committee, while the Collector or S.D.O. should function as convenor".

It is found that some of the States have implemented the suggestion while others have not yet done so. The number of States that have implemented is rather small. Hence it is very necessary to examine in detail what exactly are the difficulties envisaged in implementing this important recommendation.

**(ii) Entrustment of Programme to Functional Sub-Committees.**

To enable people and their representatives to assume, in an organised manner, real responsibility for planning and implementation of the programme of community development in block areas, it is necessary to consider further steps that may be taken to achieve this end. The problem can be suitably considered in two parts, *viz.*—

1. Arrangements at the village level, and
2. Arrangements at the block level.

1.1 At the village level, Panchayat is the main institution of democratic local self-government, and has to assume its proper role in community development. While Panchayat has, thus, the over-all responsibility to look after village development, as a whole, there would, and should, be functional voluntary organisations of people having specific interests, for instance, Mahila Mandals, Yuvak Mandals, Farmers' Forums, Mangal Dals, Gram Rakshak Dals etc. are village oraginsations which can play an important role in community development. What is necessary is to consider the correct link between such bodies and the Panchayat, so that village development takes place in an integrated manner with the total collaboration of all such bodies, *inter se* and particularly with the Panchayat.

1.2 To build up such organic relationship the pivotal position would be that of the Panchayat. How exactly the relationship between the Panchayat and each such body should be forged is a matter on which there can be different approaches.

1.3 One approach is that the total development responsibilities of Panchayat may be distributed among different groups, such as agriculture, village industries, education, health, women's uplift, youth welfare, children's welfare, and so on. One member on the Panchayat may be put in-charge of one subject and should, particularly, look after that facet of the programme and report to the Panchayat, the progress, as well as the difficulties, from time to time. Such a person may be associated with related body as an *ex-officio* Panchayat representative. There would be no objection to his becoming a President of the body, if the body so chooses, but he need not necessarily be the president of that body just because he is a Panchayat Member. Such a member, by virtue of his assignment, in the Panchayat, has to carry on his activity through the group of people organised under the body on which he represents the Panchayat. He would thus be a live-link between the two bodies and help in proper collaboration and co-ordination between the Panchayat and such body.

1.4. The other alternative is that the Panchayat may form sub-committees of two or three members each, entrust to them the responsibility of different subjects and give the sub-committee the freedom to associate other residents of the village, willing to help the sub-committee in furtherance of its programme. The Sub-Committee may keep in constant touch with voluntary organisations dealing with the same group of subjects and thus establish contact between the Panchayat and these organisations. The Sub-committee would be a functional sub-committee of the Panchayat. Formation of Sub-Committees has the advantage, in that it offers scope for wider participation by people who for reasons of their own, may not have stood for Panchayat elections, but who may have the desire and the capacity for public work.

2.1 At the block level, the "Block Advisory Committee" may, in future, be called the "Block Development Committee". This change would reflect more correctly the spirit of the role which the Committee is to play. Sub-committees of Block Advisory Committees could also be formed as in case of Panchayats, but there are different views on whether such sub-committees should be functional *i.e.*, for implementation of programme *or* for planning only. Such a Sub-committee, if functional, has to report at the meetings of the Block Advisory Committee the progress in respect of the items, entrusted to it. One view is that it may not be feasible for sub-committee really to remain in constant touch with the day-to-day progress of work in the villages. Alternatively, the Sub-committees can be visualised for study and planning of the different parts of the programme. Such Sub-committee would get into touch with the Panchayats and other bodies at the

village level and try to frame for the whole block area a plan of development and a programme of work which may be taken up according to the available resources.

Such Sub-Committees would provide an organisational means for facilitating assumption of non-official responsibilities. There is a contrary view that such a machinery tends only to increase organisational patterns without necessarily getting more non-officials into actual work and responsibility.

It is for consideration of the Conference :—

(i) whether sub-committees of Block Development Committees should be formed or not;

(ii) whether such sub-committees should be functional or be entrusted with only planning;

(iii) if functional, should they be entrusted with implementation of the whole programme or only a few items of the programme may be enstrusted on one or two committees on an experimental basis? and

(iv) should functional sub-committees be formed for Panchayats.

## Main Recommendations & Conclusions

(i) *Elected (or selected) non-Official chairman or vice-chairman : Problems relating to.*—Though opinion was not unanimous on the parcticability of having a non-official as chairman of the Block Advisory Committees, the Conference recommended that time has arrived when a non-official should be the chairman of the Block Advisory Committees and the State Governments should be requested to give effort to this recommendation as early as possible.

(ii) *Entrustment of programme of Functional Sub-Committees.*—It was considered essential to form Functional Sub-Committees of Panchayats entrusted with the responsibility of looking after different facts of the programme. In respect of the Block Advisory Committees, however, it was felt that the Sub-Committees need not be functional but could help in the planning of the programme for the block.

The Block Advisory Committees should henceforth be called 'Block Development Committees'.

## (5) Scientific Research and Vigyan Mandirs

### (i) Extension of the Results of Scientific Research

The question of establishment of close relationship between the Research Institutes on the one hand and the Community Development Organisation on the other was discussed at length at the Sixth Development Commissioners' Conference held at Mussoorie. It was felt that much that was being done in the field of science in the country was not reaching the people and that the extension agency with its wide organisation spread all over could be of considerable assistance in this task. It could not only extend with advantage to the people in the Community Development and National Extension areas the processes developed in the laboratories but could also remit to them the problems arising in the field for finding solutions. It was accordingly recommended that:—

(a) There should be one officer at each Institute designated as the person responsible for the extension of applied research and also for dealing with such problems as come from the field.

(b) The Development Commissioner or his representative should be designated as the Liaison officer to work with the Extension Officer of the Laboratory and he should also be associated with the Scientific Advisory Committee of the Laboratory.

(c) One NES Block should be located around each such Institute.

(d) Each Institute should not only establish the results of their research in or near about it but also under actual conditions in the villages through field trials and demonstrations.

(e) In suitable cases laboratories should arrange short-term courses for training the extension staff working in the blocks.

The position was reviewed at a meeting between the Minister for Community Development and Director General of Scientific & Industrial Research on 27th December, 1957. In addition to considering the progress made in the implementation of the recommendations, the Minister suggested the concentration of research on those practices which were capable of easy adoption by the villagers with only a little guidance. As regards the Rural Housing Programme, research needed to be carried out in evolving lighter tiles and water proof plaster. These two steps, it was felt, would revolutionise the building programme in the villages. It was ultimately decided that the council of Scientific & Industrial Research should draw up a catalogue of the practices which had been evolved and needed to be extended and

send the list to the Ministry of Community Development for consideration. After the Ministry had indicated its views, the items should be forwarded to the Ministries concerned for further necessary action in collaboration with the Ministry of Community Development.

The Council of Scientific & Industrial Research have sent a statement (Annexure I) indicating the processes which are ready for extension trials together with the names of Extension Officers suggested by the various National Laboratories. The statement also indicates the facilities for short-term training which would be afforded by these laboratories. This Ministry has tentatively selected items considered suitable for extension and has recommended to the C. S.I. R. to contact the Ministries concerned for their comments. A list of practices recommended by this Ministry may be seen at annexure II. This Ministry has also *vide* its letter No. 8(25)/57-PC, dated September, 2, 1957 requested the Development Commissioners to locate one Block around each of the National Laboratories.

It is, however, not known what action the State Governments have taken on the recommendation of this Ministry. The Conference may like to discuss the progress made in implementation. It has further been noticed that the Development Commissioners have not been able to find any time to visit any of the Laboratories located in their States nor have they remitted any problems to them. The Conference may also like to consider the difficulties which have stood in the way and the steps which should be taken to bring about closer relationship between the Extension agency and the Research Institutes.

Though the catalogue of the practices evolved has been received and is at present under consideration, the procedure which has been adopted appears to be protracted and cumbersome. The Council of Scientific & Industrial Research got the lists from the Laboratories collated them and sent them on to this Ministry. These will in turn be referred to the administrative Ministries concerned after the comments of the Ministry of Community Development are available. They will then be taken up with the Directors, Laboratories and Development Commissioners for arranging a few Pilot Projects. It is, therefore, worthwhile considering a procedure which would help in minimising the delay in starting the Pilot Projects for the trial of processes which Laboratories consider fit for extension.

## Annexure I—Agenda Item VI (5)

*Statement showing the processes ready for extension trials and subjects on which short term training can be arranged by the National Laboratories to the officers of the Community Development*

| Sl. No. | Name of Laboratory/Institute | Processes ready for Extension Trials | Subjects on which short-term training can be given | Period of Training | Number of trainees that can be admitted at a time | Training Course being conducted at present | Whether any Extension Cell is existing | Name of Extension Officer | Remarks |
|---|---|---|---|---|---|---|---|---|---|
| 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 | 9 | 10 |
| 1 | National Physical Laboratory. | .. | .. | .. | .. | .. | .. | .. | Information has not been received so far. |
| 2 | Central Road Research Institute. | (i) Surface treated stabilised soil roads in replacement of surface treated water-bound macadam at nearly half the cost for the hard crust.<br>(*ii*) Water-proof mud plaster for giving semi-permanence to kacha-walls. | Short-term training can be given to qualified Overseers in the use of soil for road construction. | One month | .. .. | .. .. | Not considered necessary. | Dr. H.L. Uppal Assistant Director (Soil) C.R.R.I., New Delhi. | |
| 3 | National Chemical Laboratory. | (*i*) Activated carbon | As in column 3. | One month each | 2 | .. | Not considered necessary. | Dr. K.G. Mathur Assistant Director, N.C.L., Poona-8. | Prof. A.D. Bohra, Director, Ministry of C.D., recently visited the Laboratory. He was supplied with available information on the subject. |

| 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 | 9 | 10 |
|---|---|---|---|---|---|---|---|---|---|
| | | (*ii*) Activated silice.<br>(*iii*) Chromic acid.<br>(*iv*) Lemon chromes<br>(*v*) Printing inks<br>(*vi*) Lubricating greases.<br>(*vii*) Glucose syrup.<br>(*viii*) Sodium silicate. | | | | | | | |
| 4 | National Metallurgical Laboratory. | (*i*) Electroplating on Aluminium.<br>(*ii*) Brass-plating from non-cyanide bath.<br>(*iii*) Metallisation of non–conductors.<br>(*iv*) Chemical polishing of aluminium. | Foundry san testing, *and* Electroplating. | Three months. | 2 | .. | Not considered necessary at present. | Shri R.M. Krishnan, S.S.O., N.M.L., Jamshedpur. | .. |
| 5 | Central Fuel Research Institute. | (*i*) Manufacture of carbon from coal for water softening process.<br>(*ii*) Manufacture of Karbogel from coal for desiccating purposes.<br>(*iii*) Manufacture of resin for making hard boards from waste products such as bagasse jute waste, mica dust, paper waste, rice husk | As in column 3. | 2 to 3 weeks each. | 2 or 3 on each process | .. | Do. | Dr. N. G. Basak, Assistant Director C.F.R.I., Jealgora. | The development processes of C.F.R.I., involve industrial operation on a large scale. It is, therefore, doubtful whether the Ministry of C.D. would be interested in their exploitation. |

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|---|---|---|---|---|---|---|---|---|---|
| | | etc. for building and insulating materials, (*iv*) Active carbon from coal and lignite, (*v*) Carbon dioxide absorbent 'Lisasorb' for use in self breathing apparatus. (*vi*) New method for manufacture of softcoke for domestic use using chain grate stoker, (*vii*) Domestic 'chullah' for efficient use of heat value. | | | | | | | |
| 6 | Central Glass & Ceramic Research Institute. | (*i*) Mica Insulating Bricks. (*ii*) Foam Glass. (*iii*) Chemical Porcelain, (*iv*) Boron-free Enamels, (*v*) Enamels for Wire-wound Resistors, (*vi*) Signal Glasses, (*vii*) Copper Ruby Glass, (*viii*) Better Glass Saggars, (*ix*) Benification of sands for Glass making, (*x*) Ceramic colours. | Glass & Ceramics. | Six months (maximum). | .. | As in column 4 | Do. | Shri K. D. Sharma, A.D., CGCRI, Calcutta-32. | The processes in column are being commercially exploited through N.R.D.C. and may not be suitable for extension trials in the community projects. |

| 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 | 9 | 10 |
|---|---|---|---|---|---|---|---|---|---|
| 7 | Central Leather Research Institute. | (*i*) Manufacture of chrome retan leather,<br>(*ii*) Manufacture of sole leather by rapid tonnage.<br>(*iii*) Manufacture of picking bands,<br>(*iv*) Tanning and dressing of E.I. tanned leathers,<br>(*v*) Manufacture of Glazed kid,<br>(*vi*) Manufacture of Box and Willow leather,<br>(*vii*) Manufacture of E.I. tanned skins,<br>(*viii*) Dressing of E.I. kips and skins using basic aluminium sulphate. | (*i*) Manufacture of chrome upper leathers.<br>(*ii*) Manufacture of fancy leather and other leathers such as chamois, upholstery and leathers meant for sports goods.<br>(*iii*) Manufacture of industrial leathers like picking bands, roller skins.<br>(*iv*) Modification of the existing techniques such as E.I. tanning, picking band, sole leather tanning, and<br>(*v*) Handling of the modern machinery and tools like shaving machine, buffing machine, etc. | .. | .. | .. | The question of setting up an extension cell is under consideration. As soon as it is decided, action will be taken to designate an officer of the Insitute as Extension Officer. | .. | .. |
| 8 | Central Drug Research Institute. | .. | .. | .. | .. | .. | .. | .. | Drug Research or for that matter medical problems (with the exception of sanitary arrangements) do not |

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| | | | | | | | | | form suitable subjects to be undertaken on a cottage industry basis. General knowledge of the common diseases and their prevention can however, be emphasised in short-term courses to the community project officers. |
| 9 | Central Food Technological Research Institute. | (i) Impregnation of jute bags for safe storage of food grains. (ii) Waxing of fruits to prolong their storage life under ordinary conditions of temperature and (iii) Preparation and preservation of fruit juices, squashes, jams, jellies, etc. | Short-term training can be arranged at the Community Centres for training the Gram Sevaks and Gram Sevikas. | .. | .. | .. | .. | A regular Extension Service Wing has been attached to the Institute. Head of the Division of Information, Statistics and Extension Service, is the Extension Officer. | |
| 10 | Central Electro-Chemical Research Institute. | .. | Electroplating. | 3 months. | 6 | .. | .. (Not considered necessary). | Dr. A. Narayanaswami. | |
| 11 | Central Building Research Institute. | (i) Non-erodable plaster. (ii) Silicone treatment of mud walls. (iii) Bricks from black cotton soils. | As in column 3. | .. | .. | .. | No. It is considered necessary to set up an Extension Cell. | Shri A. Rehman, Assistant Director (Information). | *The details as to the number and cost of training would be sent, if desired. |

| 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 | 9 | 10 |
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| | | (*iv*) Brick & block making machine (for stabilised soil). (*v*) Pile foundations. (*vi*) Doubly curved shells. (*vii*) Village house construction technique. | | | | | | | |
| 12 | Central Salt Research Institute. | .. | It is proposed to start a course in Salt Technology when the proposed Field Research Station attached to the Institute comes into being. | .. | .. | .. | Not considered necessary. | Dr. G.T. Gadre, J.S.O. | |
| 13 | National Botanic Gardens. | .. | .. | .. | .. | .. | .. | .. | The Director, NBG has invited the Development Commissioner of the State to discuss the matter. |
| 14 | Central Electronics Engineering Research Institute. | .. | .. | .. | .. | .. | .. | .. | The Institute is yet in its initial stages. |
| 15 | Central Mining Research Station. | . | .. | .. | .. | .. | .. | Dr. J. W. Whitaker, Director, CMRS, Dhanbad. | The Institute is yet in its initial stages. |

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| 16 | Regional Research Laboratory, Hyderabad. | (*i*) Drawing, printing and bond paper production.<br>(*ii*) Soap making.<br>(*iii*) Palmarosa, ginger-grass and other essential oils. | .. | .. | .. | .. | .. | Shri Baldev Singh, Liaison & Information Officer. | Regarding programmes and other details of training courses, the Director, RRL, has suggested a meetting between the Liaison Officer of the Laboratory and Development Commissioner of the State. |
| 17 | Indian Institute for Biochemistry and Experimental Medicine. | (*i*) Serologic test for diagnosis of Leprosy.<br>(*ii*) Epidemoilogy of cholera—method of phage-typing.<br>(*iii*) Vaccine against multiple infections.<br>(*iv*) Preparation of Choronic gonadotrophin hormone. | Management and prevention of infectious diseases. | 3 months. | 6 | .. | No. | Dr. A. N. Roy, J.S.O. | The training course can be conducted in the evening after working hours. |
| 18 | Birla Industrial & Technological Museum. | .. | .. | .. | .. | .. | Not considered necessary. | .. | The museum is in its initial stages and has no laboratory attached to it. |
| 19 | Wind Power Division. | A 14 ft. dia low-cost windmill made from indigenous materials for pumping water developed by the organisation is undergoing trials. Six proto-types will be fabricated. | Short-term training course may be arranged in the construction, repair and maintenance of windmill after the formation of Wind Power Division of CSIR at Bhavnagar. | 6 weeks | .. | .. | Not considered necessary. | Shri R. Varadarajan Project Officer. | |

| 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 | 9 | 10 |
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| 20 | Indian Agricultural Research institute. | (*i*) Cow dung-Gas-plant capable of producing 100 cu. ft. of gas per day.<br>(*ii*) National soil testing service. | .. | .. | .. | .. | .. | .. | The information relating to the existence of national soil testing service requires to be widely disseminated amongst the farmers. The Community Development officers could send soil samples to the soil testing laboratories located in various states to enable fertiliser recommendations to be made on the basis of the soil test reports. |

**Enclosure to Agenda Item VI (5).**

ANNEXURE II

SUBJECT.—*Council of Scientific and Industrial Research—Co-ordination with this Ministry.*

It was decided that the Council of Scientific and Industrial Research by way of co-ordination with this Ministry, will take the following steps:—

(1) Write to the National Laboratories to appoint an Extension Officer who would work in liaison with the Development Commissioner for inducting of the problems of study in the laboratorles.

(2) That they would try out on a pilot basis in and around the blocks the approved results by way of extension on a slightly larger scale

(3) That the Development Commissioner would be a member of the Advisory Council of the National Laboratory.

(4) That the CSIR will make up a list of all the results and the Ministry of Community Development will take action on such of those items which can be extended straight-away.

A list was submitted by the C.S.I.R. and the following have been tentatively selected by our Advisers as items fit enough *prima facie* for extension. The CSIR is being informed accordingly to contact the Ministries concerned for their comments before we write to the Development Commissioners. The items are given below:—

*Agriculture:*

(1) Cow-dung gas plant.

(2) National soil testing service.

(3) Impregnation of jute bags for safe storage.

(4) Waxing of fruits to prolong their storage life.

(5) Preparation and preservation of fruit Juices, squashes, jams, Jellies, etc.

*Central Rural Research Institute:*

*(1) Surface treated stabilised soil roads.

*(2) Replacement of surface treated water proof mud plaster at nearly half the cost.

(3) Water proof mud plaster for giving semi-permanence to kutcha walls.

*One month short- me training recommended, to Overses,

**Enclosure to Agenda Item VI(5)**– *Contd.*

*Central Building Research Institute*:

| | |
|---|---|
| (1) Non-erodable plaster<br>(2) Silicone treatment of mud walls<br>(3) Brick and Block making machines | Useful for all the States. |
| (4) Bricks from block cotton soils<br>(5) Pile foundations | Useful for the States of Madhya Pradesh, Bombay Assam and West Bengal. |

*Central Food Technological Research Institute*:

(1) Vegetable milk.

(2) Flower compositions.

*National Chemical Laboratory*:

(1) Activated carbon.

(2) Printing Inks.

(3) Glucose Syrup.

*Central Fuel Research Institute*:

(1) Manufacture of resin for making hard boards from waste products such as bagasse, just waste, mica dust, paper waste, rice husk etc. for building and insulating materials.

(2) Domestic 'chullah' for efficient use of heat value.

*Central Glass & Ceramic Research Institute* :

(1) Manufacture of chrome retan leather.

(2) Manufacture of sole leather by rapied tannage.

(3) Manufacture of Glaed kid.

*Regional Research Laboratory, Hyderabad*:

(1) Soap making.

(2) Palmarosa, ginger grass and other essential oils.

Problems referred to the National Laboratories for further study.

No problems have been referred to the National Laboratories except the problem of improvement in the design of the cow-dung grass plant. This has been referred through the CSIR to the Indian Agricultural Research Institute.

**(ii) Vigyan Mandir Revised Scheme.**

The Prime Minister and other leading personalities in the country have observed from time to time that the potentialities of modern science should be brought to the notice of rural masses not only for their education and enlightenment, but also to create among them an urge for applying the same for the solution of their day to day problems. Community Development and National Extension Service Schemes have already contributed a good deal in removing the ignorance

prevailing among the villagers and their dependence on traditional methods in matters like agriculture, crop protection, housing, village sanitation, etc. It is however, felt that the efforts made in this direction should be supplemented by a scheme which should be basically educative and whose purpose it would be to explain and make the villagers familiar with the scientific principles involved in the new approach to problems of agriculture crop protection, low cost housing, village sanitation, etc., *i.e.*, problems dealing essentially with the day to day life of the villagers. This is especially necessary because in the Community Project and N.E.S. activities, there is no specific provision for work of this nature.

2. With a view to fulfil this objective, a scheme for setting up rural scientific centres known as VIGYAN MANDIRS was initiated. In pursuance of this scheme, 18 vigyan mandirs at the under-mentioned places have been set up:—

1. Pisangan (Rajasthan)
2. Sehore (Madhya Pradesh)
3. Shapur (Bombay)
4. Vicarabad (Andhra Pradesh)
5. Ormanjhi (Bihar)
6. Hinjlicut (Orissa)
7. Dimoria (Assam)
8. Sumerpur (Rajasthan)
9. Arunachal (Assam)
10. Masauli (Uttar Pradesh)
11. Pudur Ramvarmapuram (Kerala)
12. Sri Ramakrishna Mission Vidyalaya (Madras)
13. T. Kallupatti (Madras)
14. Kapashera (Delhi)
15. Sundernagar (Himachal Pradesh)
16. Barsul (West Bengal)
17. Nilokheri (Punjab)
18. Ranbirsinghpura (Jammu)

Although the scheme is still in its elementary stage, the results have been promising and there has been some tangible response from the villagers which is encouraging.

3. Experience in the working of the Vigyan Mandirs has shown that the original scheme requires modification. The original scheme contemplated establishment of laboratories in the shape of Vigyan Mandirs dealing specifically with problems of soil composition, water analysis, pathological examination of human diseases and deficiencies and certain entomological matters. It has been felt that the scope and functions should be enlarged so that the Vigyan Mandirs will not only

be a sort of a laboratory, but should be expanded to serve as a forum for dissemination of elementary scientific knowledge about all matters concerning the day to day life of the villagers with a particular bias towards agriculture, crop protection, village sanitation, and all forms of elementary applied technology. The Vigyan Mandirs, as contemplated now, should have five different sections, viz:—

(1) A laboratory for conducting soil analysis, water analysis and pathological examination of human diseases and deficiencies. As work pertaining to soil analysis and plant pathology are also being done by the Agricultural Extension Staff attached to the C.D./N.E.S. Blocks the work of the Vigyan Mandir in these fields will be restricted to demonstrations for explaining to the villagers the scientific principles involved;

(2) A demonstration centre, for new methods and techniques regarding agriculture;

(3) A Rural Science Club with a small library having books on elementary science, or other scientific subjects suitable for villagers and a general elementary science laboratory for demonstrating basic principles of science;

(4) A centre for exhibiting elementary working models of steam engines, aeroplanes, mechanical pumps, simple electric models of motors, dynamos, radio, telephones and telegraphs etc;

(5) A museum showing important scientific specimens, minerals, floral, faunistic and certain interesting medical and physiological specimens, etc.

4. The changes to be now introduced are summarised below:—

(1) *Location.*—The success of a Vigyan Mandir will very largely depend upon its proper location. So far, the Vigyan Mandirs have been located mostly in the areas covered by Community Projects or National Extension Service on the recommendation of the State Governments concerned. It has now been considered that the site selected for a Vigyan Mandir should in addition satisfy the following conditions:—

(a) it should be situated in a densely populated area;

(b) it must be well connected with the surrounding villages and must have good all-weather communications;

(c) it must have a bazar or a market being held once or twice a week where a large number of people might collect and visit the Vigyan Mandir;

(d) it must have electric connection, since large numbers of equipment such as projectors etc. require electric power for their working;

(e) it is considered that the close proximity of a Primary Health Centre would help the Vigyan Mandir in carrying on its work on pathological tests. It is also realised that the location of a Vigyan Mandir near a Higher Secondary/ Multi-purpose school would help the Vigyan Mandir in drawing upon the resources of the school in organising the laboratory and lectures and provide necessary help in imparting knowledge about popular science to the students. However, the relative advantages of the location in close proximity of Primary Health Centre *vis-a-vis* Higher Secondary School/Multi-purpose school have still to be considered.

It is felt that the Headquarters of a block will satisfy those conditions better than any other place.

(2) *Building.*—At present the Vigyan Mandirs are being located in private buildings taken on rent or in portions of the buildings owned by the C.D./N.E.S. Blocks. In certain cases individuals and organisations have made voluntary contributions of the buildings. It has been now decided that the block organisations would take steps for providing land for the buildings free of cost. The Ministry of Scientific Research & Cultural Affairs would explore the possibility of providing funds for the construction of buildings especially designed for the requirement of the Vigyan Mandir work. However, in order that the progress of the work may not suffer in the meantime, it has been decided that Vigyan Mandirs should continue to be located in suitable rented or other buildings provided by the State Governments concerned.

A suitable building for a Vigyan Mandir should consist of 2 fair size rooms (about 300 sq. ft. each), two small rooms (about 150 sq. ft. each) and a verandah of about 100 sq. ft.

(3) *Personnel.*—The staff in a Vigyan Mandir consists of the following :—

(1) Vigyan Mandir Officer in the pay scale of Rs. 250-15-400
(2) Asstt. Vigyan Mandir Officer in the pay scale of Rs. 160-10-330.
(3) Laboratory Assistant in the pay scale of Rs. 35-60.
(4) Peon-*cum*-watchman in the pay scale of Rs. 30-½-35.
(5) Part-time medical doctor on an honorarium of Rs. 50 per month.

(4) *Training.*—Each Vigyan Mandir Officer/Assistant Vigyan Mandir Officer is given necessary training in Delhi before taking up his work in the Vigyan Mandir.

(5) *Scope and functions of the Vigyan Mandirs.*—As a result of experience gained from the working of the existing 18 Vigyan Mandirs it is now proposed that the Mandirs should have the following functions :—

(i) *Laboratory.*—The Vigyan Mandirs should be equipped for the following type of analytical work :—

(a) Soil and water analysis;

(b) pathological examination of common human diseases and deficiencies;

(c) food analysis;

(d) identification of pests and insects.

(ii) *Demonstration Centre.*—The Vigyan Mandirs should organise various demonstrations from time to time on scientific aspects of common phenomenon affecting the day to day life of the people; the idea being that the physical, chemical and mechanical principles involved should be clearly stated and demonstrated to the rural public in simple language with working models and experiments so that they can have a fair understanding of the scientific processes involved. Apart from its value in educating the masses in elementary scientific principles, such demonstrations would arouse a genuine curiosity of the young villagers in scientific matters. The following types of demonstrations may be arranged :—

(a) Demonstrations on insects and pests.

(b) Demonstrations on common types of soils and effect of the presence of alkali, salt etc., in the soil.

(c) Demonstrations on matters of popular science.

(d) Demonstrations on matters concerning health and hygiene.

(iii) *Establishment of Rural Science Clubs.*—It is proposed to establish as a part of the Vigyan Mandir a Rural Science Club composed of the local adult population especially students, farmers, doctors, teachers, social workers and other such persons of the locality interested in village and social welfare work. The club should meet twice in a month preferably on the market days when large number of people are likely to collect near the centre. The functions should include film shows on scientific matters and discussions on various local problems amenable to scientific solution. The Vigyan Mandir Officer and the Assistant Vigyan Mandir Officer, who will be *ex-officio* Secretary and Assistant Secretary of the Science Club, should try to throw light on most of the problems raised in the Club discussion. In case the problems are beyond their scope and really important, they should refer them to one of the National Laboratories or such other institutions under the State or Union Government where a satisfactory solution could be found. The solution so obtained should be discussed in the subsequent meetings of the Club.

(iv) *Model Centre.*—The Vigyan Mandirs shall keep models which would explain the various scientific phenomena, such as the working of the steam engine, aeroplane, telephones, radios, etc.

(v) *Museum.*—The Museum will have specimens pertaining to the following subjects :—

(a) Medical and physiological specimens (like human embryo, bone and skull features and certain organs);

(b) Specimens of regional flora;

(c) Some important specimens of local minerals;

(d) Some stuffed specimens of local birds, reptiles, sponges, corals, shells, etc.

(e) Some specimens of local insects, crops, pests, diseased plants, etc.

(f) Some specimens of archaeological relics;

(g) Some fesil specimens; and any specimens of outstanding scientific interest which are readily available in the locality.

(vi) *Library.*—Each Vigyan Mandir will be equipped with a small library and a reading room. This library will maintain only such books, pamphlets, leaflets, journals etc. which are of purely scientific interest.

(vii) *Posters.*—Each Vigyan Mandir should be provided with posters explaining in a simple manner matters connected with health, hygiene, agriculture, etc. (These posters will be obtained from the Health Education Bureau of the Ministry of Health, Indian Agricultural Research Institute. Plant Protection Directorate under the Ministry of Food & Agriculture etc.)

(viii) *Liaison with scientific institutions.*—A good amount of work is being done in the various National Laboratories in the country which could be utilised to solve the day to day problems of the rural people. The Vigyan Mandirs could act as a link for disseminating information on the results of all scientific investigations of this nature having a bearing on rural problems. The Vigyan Mandirs should also act as an instrument for collecting information on various rural problems which are worthy to be brought to the notice of the National Laboratories.

(ix) *Local Advisory Committees.*—So far as a separate advisory committee has been functioning for each Vigyan Mandir. It has been now decided that a separate sub-committee of the Block Advisory Committee should be formed to look after the work of the Vigyan Mandir. This sub-committee should include all members of the existing local advisory commitee for Vigyan Mandir as co-opted members.

(x) *Annual Scientific Competition.*—With a view to encourage young talent, especially from the rural areas to take lively interest in scientific matters, it is proposed to hold a scientific competition every

year at each Vigyan Mandir. The competition will consist of the following :—

(a) A scientific essay on scientific problems with suggested solution affecting the day to day life of the villagers; the writer of the best essay will be awarded a prize of Rs. 25.

(b) A competition for model making. A prize of Rs. 25 will be awarded for the best scientific model;

(c) A prize will also be awarded to the contributor of the best specimen for preservation in the Museum of the Vigyan Mandir, the idea being to encourage the village population in collection of specimens of Scientific value, the value of the prize being Rs. 25. More than one prize may be given, if suitable specimens are contributed.

5. *Position of the Vigyan Mandir Officer in Block Development work.*—It is considered that the Vigyan Mandir Officer should function as a full fledged member of the Block team for the purpose of overall co-ordination of the various activities of the Vigyan Mandir with those of the C.D./N.E.S. Block.

6. *Supervision by the State Government.*—It is realised that the Vigyan Mandir staff should have some technical guidance & supervision. The Conference may like to consider how best it can be ensured in the State.

(7). *Conclusion.*—The Vigyan Mandir Scheme may be looked upon as a new experiment amongst the various programmes launched by the Government for betterment of the life of the common people. It is, therefore, necessary to proceed cautiously in the execution and expansion of the scheme. Due attention must be paid to watch how people react to the various programmes and functions envisaged in the scheme, and the scheme must mould itself from time to time according to the requirements. From the experience gained so far, it can be said that the scheme as such has great potentialities and, if executed in close co-operation with the people, it can play a revolutionary role in eradicating ignorance and superstition and bettering the lot of the common man.

8. The Conference may consider the scheme in all its aspects and make recommendations.

## EXPENDITURE

| | |
|---|---|
| I. *Non-Recurring :* | |
| (a) Furniture and Fixtures | Rs. 4,400 |
| (b) Apparatus, appliances and equipments | Rs. 12,100 |
| TOTAL | Rs. 16,500 |
| II. *Recurring :* | |
| (a) Pay and Allowances | Rs. 8,900 |
| (b) Chemicals and reagents etc. | Rs. 1,100 |
| (c) Contingencies etc. | Rs. 2,400 |
| TOTAL | Rs. 12,400 |

## Main Recommendations & Conclusions

The Conference reiterated the recommendations of the Sixth Development Commissioners' Conference held at Mussoorie and noted that the progress in the implementation of these recommendations has been inadequate. The recommendations should be effectively implemented. The Conference agrees that the Rural Housing Projects provide a very fruitful source of work where the results of experiments in low cost housing and cheaper building materials can be suitably tested and applied. The Conference, in this connection, also took note of the scheme under consideration of the Ministry of Works Housing and Supply providing for research work in half a dozen Engineering Colleges and Institutes in the country on a regional basis. The scheme provides, apart from experiments in the use of low cost building materials locally available, training to overseers and artisans engaged in the task of construction of houses under the Village Housing Projects Scheme.

2. The Conference had taken note of the processes in the various laboratories and institutes, which are ready for extension trials, the names of the Extension Officers suggested by the laboratories and the facilities for short-term training which can be afforded by these laboratories. In this connection, the Conference recommends that—

(a) To start with, only those items should be adopted for extension which have been selected by the Ministry of Community Development, in consultation with the Ministries concerned.

(b) Block level specialists should avail of the facilities for training that have been made available by the National Laboratories and Research Institutes.

(c) The Development Commissioners and their representatives should visit the Central Road Research Institute, Delhi, the Central Building Research Institute, Roorkee. The Central Leather Research Institute, Madras and the Central Food Research Institute, Mysore, and whenever and wherever possible, attend meetings of their Advisory Commitees, so as to remain in touch with scientific researches and developments likely to be of interest to villagers.

(d) The Development Commissioners should take steps to earmark a block near National Laboratories and Research Institutes for field experiments or starting pilot projects for the trial of processes, which have been selected by the Ministry of Community Development, and

(e) The Vigyan Mandirs should be used for dissemination of information obtained from the National Laboratories and Research Institutes considered to be of use to villagers.

3. The Conference had taken note of the progress made in the implementation of the scheme regarding the setting up of Vigyan Mandirs in various States and agrees that the scope and functions of those centres should be enlarged on the lines set out in the note of the Ministry of Scientific Research and Cultural Affairs. The Conference was of the view that, in addition to the activities mentioned in the note, demonstrations by cinemas or otherwise and periodical lectures on scientific subjects by teachers of science at these centres will be useful in the dissemination of information on scientific subjects. The Conference further recommended that—

(a) To start with, Vigyan Mandirs should be established at the headquarters of the Blocks and located centrally as stated in the paper under consideration. They should, as far as possible, be adjuncts of local high schools, to enable them to draw upon the resources of the schools in organising their laboratories and lectures etc.

(b) The buildings should be put up from funds to be provided by the Ministry of Scientific Research and Cultural Affairs and pending such construction, the centres may continue to be located in suitable rented or other buildings. It was understood that land for these centres will be available free of cost. The Conference accepted the recommendations of the Ministry of Scientific Research and Cultural Affairs in the matter of the scope and functions of the centres as envisaged in para 5 of the note. In particular, it laid considerable stress on provision in the museums, of information on evolution of life, structure and life history of parasites and insects, reproduction in plants and other similar subjects, which will be of interest and use to farmers.

(c) The Vigyan Mandir Officer should function as a full fledged member of the Block team for the purpose of over-all co-ordination of the various activities of the Vigyan Mandir with those of the C.D./N.E.S. Block, and

(d) The work of the Vigyan Mandir staff should be technically supervised and guided by the Directors of Public Instruction in the States in accordance with the programme and instructions of the Ministry of Scientific Research and Cultural Affairs.

## (6) Informal Consultative Committee

Non-official participation is a matter of vital importance to the success of the Community Development Programme. As the programme has considerably expanded the need for securing closer and effective association of people's representatives with planning and implementation of the programme has become urgent and imperative. As one of the means of achieving this, it was decided that Informal Consultative Committees of M.Ps. at the Centre and of M.L.As. in each State be constituted. The idea was to afford Members of the Legislatures an opportunity to take interest in the development of rural areas and also to assist in enlisting people's participation.

2. Accordingly an Informal Consultative Committee of M.Ps. for the Ministry of Community Development was constituted early in 1957. It has held eight meetings so far and they have been very useful. State Governments were advised to constitute similar Committees of M.L.As. and to co-opt M.Ps. on the Central Informal Consultative Committee as *ex-officio* members. These Committees have since been set up in nearly all the States.

3. The Conference may now consider what further steps are necessary to make these Committees effective instruments for creating genuine interest of the people in development and securing their optimum participation in the programme. The following are suggested as illustrative :—

(i) The detailed steps indicated in this Ministrv's Letter No. 31 (89)/57-TG of 18-9-1957 on the role of M.Ps. (copy enclosed).

(ii) Holding meetings of the Committee for reviewing programme at frequent intervals. It is considered that there should at least be 4 meetings in a year *i.e.*, one during each session of the legislature.

(iii) The points raised during the debate in State Legislatures on the Demands for Grants relating to Community Development Programme may be reviewed in the meeting of the Committee.

(iv) Special assistance in regard to the progarmmes where the progress is comparatively slow *e.g.*, programme for women and children, village & Small Industries etc.

(v) Utilisation of the irrigation potential.

**No. 31 (89)/57-TG**

GOVERNMENT OF INDIA

MINISTRY OF COMMUNITY DEVELOPMENT

*New Delhi, September* 18, 1957.

From

Shri B. R. Tandan. I.C.S.
Secretary to the Government of India.

To

The Development Commissioners/
Chief Commissioners
All State Governments/Administrations.

Sub:—The part which can be played by M.Ps. in assisting the Programme of Community Development.

Sir,

During the last session of Parliament, meetings of the Informal Consultative Committee for the Ministry of Community Development were held to review the programme of Community Development, with special reference to the part that could be played by M.Ps. in assisting the programme. A note indicating agreed conclusions reached and practical suggestions for implementation is attached. Will you kindly give your earnest consideration to them, and implement them to the maximum extent possible, ensuring the co-operation of all authorities concerned?

Yours Faithfully,

B. R. TANDON

*Secretary to the Govt. of India.*

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The part which can be played by M.Ps. in assisting the programme of Community Development.

The assistance which Members of Parliament can give to the Community Development Programme arises from their position as representatives of the people. They not only represent the views of the people, but also can do a great deal to encourage the growth of local leadership. With an intimate knowledge of their constituency, contact with the people, knowledge of the other parts of the country where they travel. and the wider view they have of the country from participation in the proceedings of Parliament, thev are in position to

offer many suggestions to the workers on the programme for its improvement. The following suggestions are indicated as practical lines of action in this regard:—

(1) M. Ps. will attend as many meetings as possible of the Block Advisory Committee and give their advice and suggestions at these meetings. Instructions have been issued to Development Commissioners to see that meetings of the Block Advisory Committees are also held during the time that Parliament is not in session to enable M.Ps. to attend.

A non-official out of those present should be elected to preside over meetings of the Block Advisory Committee, while the Collector or S.D.O. could function as convenor.

Decisions of the Block Advisory Committee will be binding. Any differences of opinion between the Block Advisory Committee and Block authorities can be resolved only under the orders of the State Government.

Minutes of all meetings of the Block Advisory Committee, as well as periodical progress reports of the Block will be sent to M.Ps. concerned.

(2) Members of Parliament will visit the Blocks in their constituency with a view to studying how the programme is functioning and what problems are arising. They will take special interest and do intensive work in *one block*, and the experience gained will be of value to other Blocks. They will give their suggestions to the Development Commissioner. Adequate facilities for their visit will be arranged by the State authorities, and timely intimation of the visit will be given to them by M.Ps.

(3) Visit the Training Centres in their State, both belonging to the Central Government, and the State Government. They will like to stay at the Centres for a few days, and mix with the trainees and the staff. They will study the courses of training, see how the training is being imparted, and suggest to State Governments or the Central Ministry, ways and means for improving the quality of training. They can also check up the suitability and adequacy of the training by observing the performance on the field of the personnel trained out from the training institutions.

Members of Parliament can also study the method of recruitment followed for various categories of personnel working in the Community Development and N.E.S. Programme and give their suggestions regarding improvement that can be effected.

(4) Members of Parliament can participate in the Village Leaders Training Camps to add to the dignity and importance of these camps and also to place their knowledge and experience before the trainees for their general enlightenment.

(5) Members of Parliament can organise study circles on the objective and programme of Community Development, with M.L.As. and local leaders participating in the study circles.

(6) Members of Parliament can assist members of State Informal Consultative Committees in the better understanding and participation in the programme. The State Consultative Committees would make a regular review of the programme in their periodical meetings. Notices of all meetings, and minutes will be sent to the M.Ps. concerned on the Central Informal Consultative Committee.

(7) Members of Parliament can help in educating the people in the philosophy and objectives of Community Development.

(8) Members of Parliament by putting questions and raising debate in Parliament on the subject of Community Development in regard to overall policy and programme can help in spreading knowledge and bringing about improvement in the programme.

(9) Members of Parliament especially the Members of the Informal Consultative Committee will be invited to the Inter-State Seminars held by the Ministry every year. They will also be requested to participate, to the extent possible, in the 'Seminars' at the proposed Institute of Study & Research on Community Development to be established in Delhi.

(10) State Governments may consider inviting M.Ps. in the Consultative Committee to the Inter-State Seminars organised by them.

**Main Recommendations & Conclusions**

The Conference agreed with the views expressed in the agenda note and endorsed the suggestions made therein for making these Committees effective instruments for creating genuine interest in the people for development, and ensuring their optimum participation in the programme. The Conference recommended that members of the State Legislatures and M.Ps. who were not members of these Committees but take interest in the Community Development Programme should also be invited to these Committees to the extent convenient.

## Resolution Adopted by the National Conference on Community Development

**The following Resolution was adopted by the National Conference on Community Development at Mount Abu**

Keeping in view the objective of the Community Development Programme (a) to promote the all-sided development of the village community; (b) to promote community life among the people; and (c) to develop self-reliance in the individual and cohesion in the community so that the village people are able to manage their affairs themselves and make their village through its Panchayat and co-operatives a self-governing unit of the larger Indian Democracy; recognising the vital importance of creating representative and democratic local authorities at the Village, Block and District levels and of their role in the development of their areas;

Recognising the vital necessity of securing a substantial increase in agricultural production and more especially of food grains, for the success of the Five Year Plan; and

Recognising the role of the National Extension Service of assisting the farm families living in the villages of India in their effort to increase agricultural production, and of encouraging, motivating and assisting village families to develop and execute farm and home plans and village communities to build up effective panchayats, co-operative, schools and voluntary adult and youth organisations to help plan and execute programmes for the all-sided development of the village;

This National Conference on Community Development resolves as follows :—

(1) Increased agricultural production should be achieved by (a) ensuring the fullest utilisation and maximum benefit from all irrigation facilities. To achieve this there should be the fullest co-ordination in the construction of head works, canals, and distributory system by Government, of the field channels by the beneficiaries and in the adoption of improved agricultural techniques in the irrigated areas; and

(b) adoption of improved agricultural techniques by every family such as use of improved seeds, organic and green manures, what is commonly called Japanese method of paddy cultivation, techniques of dry farming, contour bunding and soil conservation. Nucleus seeds and organic and green manures should be produced in the village itself sufficient to meet the requirements of every family.

(2) A programme of consolidation of holdings is essential, for the implementation of the programme of increased agricultural production.

(3) The development of village and small scale industries should receive the fullest attention, next only to agriculture.

(4) In each village there should be a village panchayat and a multipurpose co-operative society which would see that every family has an integrated plan for increasing agricultural production, is assisted with short term credit, in money or kind, for carrying through its plan, uses the credit for the purpose for which it was given, and repays it in time. In this way every family should be made fit to be represented on the co-operative society in its own right. These village institutions should be brought into existence as quickly as possible.

(5) Local participation and community effort should be mobilised on the largest scale possible in such productive programmes as minor irrigation, soil conservation, contour bunding etc. The village panchayats and co-operatives should undertake the obligation to construct and maintain field channels and other minor irrigation works to ensure that no irrigation facilities remain unused. The support of all voluntary organisations should be enlisted to the maximum extent possible for the production and welfare programmes.

(6) Every family should devote a portion of its time to building up permanent assets of value to the community.

(7) A well organised women's programme should be developed in every village. Particular attention should be given to organising educational and welfare work among women.

(8) Youth should play their full part in community activities. Every village should have a school which should, serve as a centre for youth activities and should also function as the community centre of the village.

(9) The Panchayat and the Co-operative should have a five year programme for the village, made up of family programmes, for which the entire village would be prepared to work. These village programmes should be fitted into the block and District programmes and through these into the State programmes. Every family would thus have a plan of improvement for which it could put forth its best efforts and be assisted by the village institutions and the National Extension Service.

## PART III

## ANNUAL CONFERENCE ON COMMUNITY DEVELOPMENT AT MOUNT ABU—MAY 20-24, 1958.

### *PROGRAMME*

**May 20, 1958**

**Morning Session—11-00 A. M. to 1-30 P. M.**

1. Message from the Prime Minister.
2. Inaugural speech by Shri V. T. Krishnamachari, Deputy Chairman, Planning Commission.
3. Review of the Programme by Minister, Community Development.
4. Announcement regarding composition of Sub-Committees No. 1-4 and their procedure.

**Afternoon Session—3-00 P. M. to 6-00 P. M.**

Meetings of Sub-Committees No. 1-4.

**May 21, 1958.**

**Morning Session—10-00 A.M. to 1-00 P.M.**

1. Plenary Session—Consideration of the Reports of Sub-Committees Nos. 1-4.
2. Announcement regarding composition of Sub-Committees Nos. 5-9.

**Afternoon Session—3-00 P.M. to 6-00 P.M.**

Meetings of Sub-Committees 5-9.

**May 22, 1958.**

**Morning Session—9-30 A.M. to 1-00 P.M.**

Plenary Session—Consideration of the Reports of Sub-Committees No. 1, 4 and 5-9.

**Afternoon Session—3-00 P.M. to 6-00 P.M.**

Meetings of Sub-Committees Nos. 10-14.

**May 23, 1958.**

**Morning Session—9-00 A.M. to 1-00 P.M.**

Plenary Session—Consideration of the Reports of Sub-Committees Nos. 5-7 and 10-14.

**Afternoon Session—3-00 P.M. to 6-00 P.M.**

Meetings of Sub-Committees Nos. 15-17.

**May 24, 1958.**

**Morning Session—9.00 A.M.**

(i) Plenary Session—Consideration of the Reports of Sub-Committees Nos. 15-17.

(ii) Summing up by Minister, Community Development.

(iii) Short speech by Development Commissioner, Rajasthan.

(iv) Valedictory Address by Chief Minister, Rajasthan.

(v) Vote of Thanks.

MEMBERS OF SUB-COMMITTEE NO. 1

(Agriculture and Minor Irrigation)

*Chairman : Shri M. S. Sivaraman, Adviser, Planning Commission.*

| Sl. No. | | Name | Ministry/State, etc., representing |
|---|---|---|---|
| 1 | | 2 | 3 |
| 1 | Shri | S. Majid | Assam. |
| 2 | ,, | C. Narasinham | Andhra Pradesh. |
| 3 | ,, | M. Jayanandam | Do. |
| 4 | ,, | G. Simhadri | Do. |
| 5 | ,, | P. S. Bapna | Madhya Pradesh. |
| 6 | Dr. | Kalamkar | Do. |
| 7 | Shri | T. N. Bahel | Do. |
| 8 | ,, | B. V. Vora | Do. |
| 9 | Dr. | M. M. Mehta | Do. |
| 10 | Shri | D. A. Gadkari | Bombay. |
| 11 | ,, | M. A. Telang | Do. |
| 12 | ,, | R. Govinda Pillai | Kerala. |
| 13 | ,, | H. K. Niwas | Bihar. |
| 14 | ,, | P. Sivasarekaran Pillai | Madras. |
| 15 | ,, | U. Anand Rao | Do. |
| 16 | ,, | B. Mehta | Rajasthan. |
| 17 | ,, | Samarth Raj | Do. |
| 18 | ,, | K. L. Baraya | Do. |
| 19 | ,, | Hari Singh Chowdhry | Do. |
| 20 | ,, | R. S. Randhawa | Punjab. |
| 21 | ,, | Ajit Singh | Do. |
| 22 | ,, | Satish Chandra | Uttar Pradesh. |
| 23 | ,, | J. K. Pande | Do. |
| 24 | ,, | J. C. Bhattacharyee | West Bengal. |
| 25 | ,, | G. Majumdar | Do. |
| 26 | Dr. | J. C. Ramchandani | Delhi. |
| 27 | Shri | Har Mander Singh | N.E.F.A. |
| 28 | Dr. | H. R. Arakeri | Mysore. |
| 29 | Shri | Tarlok Singh | Planning Commission. |
| 30 | ,, | B. G. Rao | Do. |
| 31 | ,, | V. H. R. Naidu | Do. |
| 32 | Dr. | V. Nath | P. E. O. |

| 1 | | 2 | 3 |
|---|---|---|---|
| 33 | Dr. | B. S. Kadam . . . . | Ministry of Agriculture. |
| 34 | Shri | Jagat Kishan Jain . . . | Ministry of Food & Agriculture. |
| 35 | ,, | A. S. Naik . . . . | Ministry of Community Development. |
| 36 | ,, | J. S. Patel . . . . | Do. |
| 37 | ,, | J. P. Mital . . . . | Do. |
| 38 | ,, | S. C. Roy . . . . | Do. |
| 39 | ,, | V. R. Rao . . . . | Do. |
| 40 | ,, | Ibne Ali . . . . | Do. |
| 41 | ,, | H. Sambhamurthi . . . | Do. |
| 42 | ,, | Abid Hussain . . . . | Do. |

MEMBERS OF SUB-COMMITTEE No. 2

(Animal Husbandry)

*Chairman : Shri Datar Singh, Additional Secretary, Ministry of Home Affairs*

| Sl. No. | | Name | Ministry/State, etc., representing |
|---|---|---|---|
| 1 | Dr. | K. S. Shetey . . . . | Mysore. |
| 2 | ,, | S. R. Chadha . . . . | Bombay. |
| 3 | Shri | V. K. Madhava Menon . . | Kerala. |
| 4 | ,, | B. N. Handa . . . . | Rajasthan. |
| 5 | ,, | Mohiuddin . . . . | Jammu & Kashmir State. |
| 6 | ,, | Rajeshwar Prashad . . . | Uttar Pradesh. |
| 7 | Major | G. C. Juneja . . . . | Madhya Pradesh. |
| 8 | Shri | S. C. Mishra . . . . | Bihar. |
| 9 | ,, | Bhagwat Singh . . . | Uttar Pradesh. |
| 10 | ,, | V. S. Tilak . . . . | Orissa. |
| 11 | Dr. | D. D. Sharma . . . . | Punjab. |
| 12 | Shri | M. G. Raja Ram . . . | Madras. |
| 13 | ,, | Tulsa Ram . . . . | Ministry of Food & Agriculture. |
| | | | Do. |
| 14 | Dr. | D. R. Bhatia . . . . | Planning Commission. |
| 15 | Shri | Nawab Singh . . . . | Ministry of Health. |
| 16 | Dr. | P. R. Dutt . . . . | Ministry of Community Development. |
| 17 | ,, | P. M. N. Naidu . . . | |

## Members of Sub-Committee No. 3

(Co-operation)

*Chairman : Shri B. D. Pande, Development Commissioner, Bihar*

| Sl. No. | | Name | Ministry/State, etc., representing |
|---|---|---|---|
| 1 | | 2 | 3 |
| 1 | Shri | P. H. Trivedi | Assam. |
| 2 | ,, | Balwanth Reddi | Andhra Pradesh. |
| 3 | ,, | M. R. Yardi | Bombay. |
| 4 | ,, | H. H. Trivedi | Do. |
| 5 | Dr. | A. U. Sheikh | Do. |
| 6 | Shri | S. D. Prasad | Bihar. |
| 7 | ,, | U. K. Thakur | Do. |
| 8 | ,, | B. P. Sinha | Do. |
| 9 | ,, | K. Ramamurthy | Orissa. |
| 10 | ,, | H. K. Ghosh | Do. |
| 11 | ,, | A. Mitra | West Bengal. |
| 12 | ,, | M. A. Hafeez | Madras. |
| 13 | ,, | (Capt.) D. Gnanavolivu | Do. |
| 14 | ,, | B. Veerappa | Mysore. |
| 15 | ,, | S. L. Kakar | Rajasthan. |
| 16 | ,, | R. S. Bhatt | Do. |
| 17 | ,, | S. S. Puri | Punjab. |
| 18 | ,, | Rajashwar Prasad | Uttar Pradesh. |
| 19 | ,, | N. P. Chatterji | Do. |
| 20 | ,, | S. K. Sarkar | Tripura. |
| 21 | ,, | T. Kipgen | Manipur. |
| 22 | ,, | M. R. Bhide | Planning Commission. |
| 23 | Prof. | D. Ghosh | Programme Evaluation Organisation. |
| 24 | Shri | J. N. Tewari | Do. |
| 25 | ,, | P. Raj Nath | Ministry of Labour & Employment. |
| 26 | ,, | T. S. Rao | Reserve Bank of India. |
| 27 | ,, | S. P. Sinha | N. S. S. |
| 28 | ,, | L. M. Shrikant | Ministry of Home Affairs. |
| 29 | ,, | D. Raghavan | Ministry of Information & Broadcasting. |
| 30 | ,, | R. Srinivasan | Khadi & Village Industries Commission. |

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| 31 | Shri B. P. Umarji | Khadi & Village Industries Commission. |
| 32 | ,, S. A. Tekchandani | All India Handicrafts Board. |
| 33 | ,, Gokal Bhai Bhatt | Serva Sewa Sangh. |
| 34 | ,, G. F. Mankodi | Ministry of Community Development. |
| 35 | ,, P. M. Mathai | Do. |
| 36 | ,, K. Lakshman Rao | Do. |
| 37 | ,, O. P. Sharma | Do. |
| 38 | ,, Y. P. Rajput | Do. |

MEMBERS OF SUB-COMMITTEE No. 4

(Education & Social Education)

*Chairman : Shri N. E. S. Raghavachari, Chief Secretary, Kerala.*

| Sl. No. | Name | Ministry/State, etc., representing |
|---|---|---|
| 1 | 2 | 3 |
| 1 | Shrimati Jamuna Bai | Andhra Pradesh. |
| 2 | Shri D. A. Gadkari | Bombay. |
| 3 | ,, S. S. Bhandarkar | Do. |
| 4 | ,, S. C. Mishra | Bihar. |
| 5 | ,, N. D. J. Rao | Do. |
| 6 | ,, Mani Narayanaswami | Mysore. |
| 7 | ,, S. S. Raichur | Do. |
| 8 | ,, G. Majumdar | West Bengal. |
| 9 | ,, J. C. Bhattacharyya | Do. |
| 10 | Miss Shanta Das | Do. |
| 11 | Shri Mohiuddin | Jammu & Kashmir. |
| 12 | ,, M. S. Haq | Uttar Pradesh. |

| 1 | 2 | 3 |
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| 13 | Shrimati Kercood . . . . | Uttar Pradesh. |
| 14 | ,, K. N. Malaviya . . . | Do. |
| 15 | ,, K. Diraviam . . . . | Madras. |
| 16 | Dr. R. Subramanian . . . | Madhya Pradesh. |
| 17 | Shri T. S. Negi . . . . | Himachal Pradesh. |
| 18 | Dr. P. D. Shukla . . . . | Ministry of Education. |
| 19 | Shri B. N. Maheshwari . . . | Ministry of Home Affairs. |
| 20 | ,, T. R. V. Chari . . . | Ministry of I. & B. |
| 21 | ,, L. R. Nair . . . . | Do. |
| 22 | Shrimati Rajanmal P. Devadas . . | Ministry of Food & Agriculture. |
| 23 | Lt. Col. B. L. Raina . . . | Ministry of Health. |
| 24 | Shri K. Jayaraman . . . . | P. E. O. |
| 25 | Shrimati Pushpaben Mehta . . | Bombay State—Social Welfare Board. |
| 26 | ,, Asoka Gupta . . . . | West Bengal—Social Welfare Board. |
| 27 | Shri P. D. Kulkarni . . . | Central Social Welfare Board. |
| 28 | ,, B. R. Deolalikar . . . | Ministry of Community Development. |
| 29 | ,, S. Das Gupta . . . . | Do. |
| 30 | ,, A. K. Mukerjee . . . . | Do. |
| 31 | ,, U. C. Ghildayal . . . . | Do. |
| 32 | Shrimati Indra S. Tayal . . . | Ministry of Community Development. |
| 33 | Col. Barkat Narain . . . . | Do. |
| 34 | Shri J. C. Kavoori . . . . | Do. |
| 35 | ,, F. Ahmed . . . . | Do. |
| 36 | ,, Athar Hussain . . . . | Do. |
| 37 | ,, K. P. Sinha . . . . | Do. |
| 38 | ,, S. L. Khurana . . . . | Do. |
| 39 | ,, M. C. Nanavaty . . . . | Do. |
| 40 | Dr. (Miss) P. Dass . . . . | Ministry of Community Development. |
| 41 | Shri Narayan Desai . . . | Serva Sewa Sangh. |
| 42 | ,, Chakradhari Agrawal . . | Central Bharat Sevak Samaj. |

## Members of Sub-Committee No. 5

(Tribal Welfare)

*Chairman : Shri P. S. Bapna, Development Commissioner, Madhya Pradesh*

| Sl. No. | | Name | Ministry/State, etc., representing |
|---|---|---|---|
| 1 | Shri | R. T. Rymbai | Assam. |
| 2 | ,, | S. M. H. Burney | Orissa. |
| 3 | ,, | H. K. Ghosh | Do. |
| 4 | ,, | U. S. Gaur | Rajasthan. |
| 5 | ,, | S. C. Mishra | Bihar. |
| 6 | ,, | S. N. Sinha | Do. |
| 7 | ,, | B. V. Vora | Madhya Pradesh. |
| 8 | Dr. | R. Subramaniam | Do. |
| 9 | Shri | T. N. Bahel | Do. |
| 10 | Dr. | Kalamkar | Do. |
| 11 | Shri | T. S. Negi | Himachal Pradesh. |
| 12 | ,, | T. Kipgen | Manipur. |
| 13 | ,, | S. K. Sarkar | Tripura. |
| 14 | ,, | K. L. Mehta | N.E.F.A. |
| 15 | ,, | H. M. Singh | Do. |
| 16 | ,, | H. P. Sinha | Ministry of Transport. |
| 17 | Dr. | P. R. Dutt | Ministry of Health. |
| 18 | Shri | A. R. Deshpande | Ministry of Education. |
| 19 | Dr. | Tulsa Ram | Ministry of Food & Agriculture. |
| 20 | Shri | L. M. Shrikant | Ministry of Home Affairs. |
| 21 | ,, | F. Bahadur | Do. |
| 22 | ,, | Chakradhari Agarwal | Bharat Sevak Samaj. |
| 23 | ,, | D. D. Sehgal | Do. |
| 24 | ,, | S. L. Khurana, IAS | Ministry of Community Development. |
| 25 | ,, | M. C. Nanavaty | Do. |
| 26 | ,, | B. Mukhopadhyay | Do. |
| 27 | ,, | F. Ahmed | Do. |
| 28 | ,, | J. C. Kavoori | Do. |

## MEMBERS OF SUB-COMMITTEE NO. 6

(Village & Small Scale Industries)

*Chairman : Shri A. Mitra, Secretary, Industries Department, West Bengal*

| Sl. No. | | Name | Ministry/State, etc., representing |
|---|---|---|---|
| 1 | Shri | M. Jayanadam . . . | Andhra Pradesh. |
| 2 | ,, | B. Veerappa . . . . | Mysore. |
| 3 | ,, | K. Ramamurty . . . | Orissa. |
| 4 | Dr. | A. U. Sheikh . . . . | Bombay. |
| 5 | Shri | Randhir Singh . . . | Rajasthan. |
| 6 | ,, | S. L. Kakar . . . . | Do. |
| 7 | ,, | H. S. Rawat . . . . | Do. |
| 8 | ,, | U. K. Thakur . . . . | Bihar. |
| 9 | ,, | H. K. Niwas . . . . | Do. |
| 10 | ,, | S. D. Prasad . . . . | Do. |
| 11 | ,, | S. S. Puri . . . . | Punjab. |
| 12 | ,, | B. B. Vora . . . . | Do. |
| 13 | ,, | Jagathpathi . . . . | Madhya Pradesh. |
| 14 | ,, | Mohiuddin . . . . | Jammu & Kashmir. |
| 15 | ,, | S. C. Ray . . . . | N. E. F. A. |
| 16 | ,, | M. S. Haq . . . . | Uttar Pradesh. |
| 17 | ,, | N. P. Chatterjee . . . | Do. |
| 18 | ,, | R. Ramaswamy . . . | Ministry of Finance. |
| 19 | ,, | Gurdev Saran . . . | Do. |
| 20 | ,, | R. H. Chishti . . . . | Ministry of Food and Agriculture. |
| 21 | ,, | M. S. Bhatia . . . . | Ministry of W. H. & S. |
| 22 | ,, | P. Raj Nath . . . . | Directorate General of Resettlement & Employment |
| 23 | ,, | Jhaverbhai Patel . . . | Planning Commission. |
| 24 | Dr. | D. K. Malhotra . . . | Do. |
| 25 | Shri | Ashfaque Hussain . . . | Ministry of Commerce & Industry. |
| 26 | ,, | R. Srinivasan . . . . | Khadi & Village Industries Commission. |
| 27 | ,, | J. Mehta . . . . | Do. |
| 28 | ,, | S. A. Tekchandani . . . | All India Handicrafts Board. |
| 29 | ,, | Athar Hussain . . . . | Ministry of Community. Development. |
| 30 | ,, | P. M. Mathai . . . . | Do. |
| 31 | ,, | O. P. Sharma . . . . | Do. |

## Members of Sub-Committee No. 7

(Administrative Intelligence)

*Chairman : Shri M. A. Telang, Director, Bureau of Economics & Statistics, Bombay*

| Sl. No. | Name | Ministry/State etc., representing |
|---|---|---|
| 1 | Shri C. Narasimham . . . | Andhra Pradesh. |
| 2 | ,, Balavanth Reddi . . . | Do. |
| 3 | Dr. H. R. Arakeri . . . . | Mysore. |
| 4 | Shri G. S. Ganapathi . . . | Do. |
| 5 | ,, A. A. Rau . . . . | Do. |
| 6 | ,, Rajeshwar Prasad . . . | Uttar Pradesh. |
| 7 | ,, J. K. Pandey . . . . | Do. |
| 8 | ,, Ajit Singh . . . . | Punjab. |
| 9 | Dr. M. M. Mehta . . . . | Madhya Pradesh. |
| 10 | Shri V. K. Madhava Menon . . | Kerala. |
| 11 | ,, U. Ananda Rao . . . | Madras. |
| 12 | Dr. V. Nath . . . . | Programme Evaluation Organisation. |
| 13 | Shri J. N. Tewari . . . . | Do. |
| 14 | ,, S. P. Sinha . . . . | National Sample Survey. |
| 15 | ,, S. Subramanian . . . | Central Statistical Organisation. |
| 16 | ,, T. R. V. Chari . . . | Ministry of I. & B. |
| 17 | ,, A. K. Mukerjee . . . | Ministry of Community Development. |
| 18 | ,, R. Jagannathan . . . | Do. |
| 19 | ,, Ibne Ali . . . . | Do. |
| 20 | ,, Y. P. Rajput . . . . | Do. |
| 21 | ,, V. R. Rao . . . . | Do. |

## Members of Sub-Committee No. 8

(Coordination between Community Development & Gramdan Movements)

*Chairman : Shri Tarlok Singh, Jt. Secretary, Planning Commission*

| Sl. No. | Name | Ministry/State, etc., representing |
|---|---|---|
| 1 | 2 | 3 |
| 1 | Shri M. P. Pai . . . . | Andhra Pradesh. |
| 2 | ,, Mani Narayanaswamy . . | Mysore. |
| 3 | ,, V. S. Tilak . . . . | Orissa. |

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| 4 | Shri G. Majumdar . . . . | West Bengal. |
| 5 | ,, J. C. Bhattacharyya . . . | Do. |
| 6 | ,, H. H. Trivedi . . . | Bombay. |
| 7 | ,, S. R. Chadha . . . . | Do. |
| 8 | ,, Samrathraj . . . . | Rajasthan. |
| 9 | ,, Bhagwant Singh . . . | Uttar Pradesh. |
| 10 | Capt. D. Gnanavolivu . . . | Madras. |
| 11 | Shri B. P. Umarji . . . . | Khadi & Village Industries Commission. |
| 12 | ,, M. R. Sachdev . . . | W. H. & S. |
| 13 | ,, P. C. Suri . . . . | Planning Commission. |
| 14 | ,, K. Jay Raman . . . | P. E. O. |
| 15 | ,, Narayan Desai . . . | Serva Seva Sangh. |
| 16 | ,, Gokal Bhai Bhatt . . . | Do. |
| 17 | ,, B. Mukerji . . . . | Ministry of Community Development. |
| 18 | ,, G. F. Mankodi . . . | Do. |
| 19 | ,, H. Sambamurthi . . . | Do. |
| 20 | ,, S. Dasgupta . . . . | Do. |
| 21 | ,, B. R. Deolalikar . . . | Do. |
| 22 | ,, U. C. Ghildayal . . . | Do. |

MEMBERS OF SUB-COMMITTEE NO. 9

(Programme for Women and Children)

*Chairman : Shri R. S. Randhawa, Development Commissioner, Punjab*

| Sl. No. | Name | Ministry/State, etc., representing |
|---|---|---|
| 1 | 2 | 3 |
| 1 | Dr. U. S. Barolai . . . . | Assam. |
| 2 | Smt. J. Jamunabai . . . . | Andhra Pradesh. |
| 3 | Shri M. R. Yardi . . . . | Bombay. |
| 4 | Dr. T. B. Patel . . . | Do. |
| 5 | Shri S. Bandopadhyay . . . | West Bengal. |
| 6 | Miss Shanta Das . . . . | Do. |
| 7 | Shri K. L. Baraya . . . . | Rajasthan. |
| 8 | ,, B. N. Handa . . . . | Do. |
| 9 | ,, U. S. Gaur . . . . | Do. |

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| 10 | Shri Satish Chandra . . . . | Uttar Pradesh. |
| 11 | Smt. Kercood . . . . . | Do. |
| 12 | Shri K. N. Malaviya . . . | Do. |
| 13 | Dr. D. D. Sharma . . . | Punjab. |
| 14 | Shri B. B. Vora . . . . | Do. |
| 15 | „ V. R. Narayanan Nair . . | Kerala. |
| 16 | „ M. A. Hafeez . . . . | Madras. |
| 17 | „ K. Diraviam . . . . | Do. |
| 18 | „ N. D. J. Rao . . . . | Bihar. |
| 19 | Dr. J. C. Ramchandani . . . | Delhi. |
| 20 | Smt. R. Devadas . . . . | Ministry of Food & Agriculture. |
| 21 | Shri K. G. Bhandani . . . | Do. |
| 22 | Dr. P. D. Shukla . . . . | Ministry of Education. |
| 23 | Shri A. R. Deshpande . . . | Do. |
| 24 | Lt. Col. B. L. Raina . . . | Ministry of Health. |
| 25 | Mrs. A. Mathai . . . . | Central Social Welfare Board. |
| 26 | „ Asoka Gupta . . . . | State Social Welfare Board, West Bengal. |
| 27 | Smt. Pushpaben Mehta . . . | State Social Welfare Board, Bombay. |
| 28 | Shri A. S. Naik . . . . | Ministry of Community Development. |
| 29 | „ A. Parkash . . . . | Do. |
| 30 | Lt. Col. Barkat Narain . . . | Do. |
| 31 | Shri K. P. Sinha . . . . | Do. |
| 32 | Dr. (Miss) P. Das . . . . | Do. |
| 33 | Miss I. Malani . . . . | Do. |
| 34 | Smt. Indra S. Tayal . . . | Do. |

## MEMBERS OF SUB-COMMITTEE No. 10

(i) Panchayats.

(ii) Balwantray Mehta Study Team's Report—Decentralisation & Democratisation—Progress made.

(iii) Block Advisory Committee.

(iv) Entrustment of Programme to functional Sub-Committees.

(v) Informal Consultative Committee.

*Chairman*: *Shri M. P. Pai, Chief Secretary, Andhra Pradesh*

| Sl. No. | Name | | Ministry/State, etc., representing |
|---|---|---|---|
| 1 | 2 | | 3 |
| 1 | Shri | P. H. Trivedi | Assam. |
| 2 | ,, | S. Majid | Do. |
| 3 | Smt. | Jamunabai | Andhra Pradesh. |
| 4 | Shri | M. Jayanandam | Do. |
| 5 | ,, | Mani Narayanaswamy | Mysore. |
| 6 | ,, | S. P. Bose | West Bengal. |
| 7 | ,, | C. K. Ray | Do. |
| 8 | ,, | M. R. Yardi | Bombay. |
| 9 | Dr. | A. U. Sheikh | Do. |
| 10 | Shri | H. H. Trivedi | Do. |
| 11 | ,, | H. S. Rawat | Rajasthan. |
| 12 | ,, | A. P. Dewan | Do. |
| 13 | ,, | Samrathraj | Do. |
| 14 | ,, | B. D. Pande | Bihar. |
| 15 | ,, | U. K. Thakur | Do. |
| 16 | ,, | Satish Chandra | Uttar Pradesh. |
| 17 | , | B. B. Vora | Punjab. |
| 18 | ,, | P. S. Bapna | Madhya Pradesh. |
| 19 | ,, | G. Jagath Pathi | Do. |
| 20 | ,, | M. A. Hafeez | Madras. |

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| 21 | Shri | U. Anada Rao . . . | Madras |
| 22 | ,, | P. Sivasankaran Pillai . . | Do. |
| 23 | ,, | T. S. Negi . . . . | Himachal Pradesh. |
| 24 | ,, | T. Kipgen . . . . | Manipur. |
| 25 | ,, | K. L. Mehta . . . . | N.E.F.A. |
| 26 | Dr. | D. R. Bhatia . . . . | Ministry of Food & Agriculture. |
| 27 | Shri | R. H. Chishti . . . . | Do. |
| 28 | ,, | L. Sahai . . . . . | Do. |
| 29 | ,, | Tarlok Singh . . . . | Planning Commission. |
| 30 | ,, | P. C. Suri . . . . | Do. |
| 31 | ,, | L. R. Nair . . . . | Ministry of I. & B. |
| 32 | ,, | K. Jayaraman . . . . | Programme Evaluation Organisation. |
| 33 | Mrs. | Asoka Gupta . . . . | West Bengal — Social Welfare Board. |
| 34 | Smt. | Pushpaben Mehta . . | Bombay — Social Welfare Board. |
| 35 | Shri | Anna Saheb Sahasrabudhey . | Serva Seva Sangh. |
| 36 | ,, | Gokal Bhai Bhatt . . . | Do. |
| 37 | Dr. | Sushila Nayar . . . | Member of Parliament. |
| 38 | Shri | Balvantray G. Mehta . . | Do. |
| 39 | ,, | Chanderbhan Sharma . . | Bharat Sevak Samaj. |
| 40 | ,, | Chakradhari Agarwal . . | Do. |
| 41 | ,, | D. D. Sehgal . . . . | Do. |
| 42 | ,, | B. Mukerje . . . . | Ministry of Community Development. |
| 43 | ,, | G. F. Mankodi . . . | Do. |
| 44 | ,, | Abid Hussain . . . . | Do. |
| 45 | ,, | S. S. Shivapuri . . . | Do. |
| 46 | ,, | K. Lakshmana Rao . . . | Do. |
| 47 | ,, | S. N. Bhattacharyya . . | Do. |
| 48 | ,, | A. N. Sehgal . . . . | Do. |

## Members of Sub-Committee No. 11

(Fifth Evaluation Report)

*Chairman :—Shri C. Narasimham, Additional Development Commissioner, Andhra Pradesh.*

| Sl. No. | | Name | Ministry/State etc., representing |
|---|---|---|---|
| 1 | Shri | Balavanth Reddi . . . | Andhra Pradesh. |
| 2 | ,, | H. S. Manvikar . . . | Bombay. |
| 3 | ,, | M. A. Telang . . . . | Do. |
| 4 | ,, | Rajeshwar Prasad . . . | Uttar Pradesh. |
| 5 | ,, | J. K. Pandey . . . . | Do. |
| 6 | Dr. | M. M. Mehta . . . | Madhya Pradesh. |
| 7 | Shri | T. N. Bahel . . . . | Do. |
| 8 | ,, | N. E. S. Raghvachari . . | Kerala. |
| 9 | ,, | B. N. Handa . . . . | Rajasthan. |
| 10 | ,, | S. K. Sarkar . . . . | Tripura. |
| 11 | Dr. | D. K. Malhotra . . . | Planning Commission. |
| 12 | Shri | S. Subramanian . . . | Central Statistical Organisation. |
| 13 | ,, | R. Ramaswamy . . . | Ministry of Finance. |
| 14 | Prof. | D. Ghosh . . . . | Programme Evaluation Organisation. |
| 15 | Shri | J. N. Tewari . . . . | Do. |
| 16 | Dr. | V. Nath . . . . | Do. |
| 17 | Shri | T. S. Rao . . . . | Reserve Bank of India, Bombay. |
| 18 | Shri | A. S. Naik . . . . | Ministry of Community Development. |
| 19 | ,, | R. Jagannathan . . . | Do. |
| 20 | Dr. | J. S. Patel . . . . | Do. |
| 21 | Shri | K. P. Sinha . . . . | Do. |
| 22 | ,, | M. C. Nanavaty . . . | Do. |
| 23 | ,, | V. R. Rao . . . . | Do. |
| 24 | ,, | P. M. Mathai . . . . | Do. |
| 25 | ,, | Y. P. Rajput . . . | Do. |

## Members of Sub-Committee No. 12

(Communication, Rural Housing, Scientific Research and Vigyan Mandirs)

*Chairman : Shri M. R. Sachdev, Secretary, Ministry of W. H. & S.*

| Sl. No. | | Name | Ministry/State etc. representing |
|---|---|---|---|
| 1 | Shri | R. T. Rymbai | Assam. |
| 2 | ,, | D. A. Gadkary | Bombay. |
| 3 | ,, | N. D. J. Rao | Bihar. |
| 4 | ,, | V. K. Madhava Menon | Kerala. |
| 5 | ,, | V. R. Narayanan Nair | Do. |
| 6 | ,, | Bhagwant Singh | Uttar Pradesh. |
| 7 | ,, | K. N. Malaviya | Do. |
| 8 | ,, | A. A. Rau | Mysore. |
| 9 | ,, | G. S. Ganapathy | Do. |
| 10 | ,, | H. K. Ghosh | Orissa. |
| 11 | ,, | S. M. H. Burney | Do. |
| 12 | Capt. | D. Gnanaolivu | Madras. |
| 13 | Shri | B. V. Vora | Madhya Pradesh. |
| 14 | ,, | Har Mander Singh | N. E. F. A. |
| 15 | ,, | D. N. Sahgal | Punjab. |
| 16 | ,, | H. P. Sinha | Ministry of Transport & Communications. |
| 17 | Dr. | B. N. Mitra | C. S. I. R. |
| 18 | ,, | S. Prasad | Ministry of Scientific Research & Culture. |
| 19 | Shri | N. P. Dube | Ministry of W. H & S. |
| 20 | ,, | M. S. Bhatia | Do. |
| 21 | ,, | G. Saran | Ministry of Finance. |
| 22 | Dr. | P. D. Shukla | Ministry of Education. |
| 23 | Smt. | Rajanmal Devadas | Ministry of Food & Agriculture. |
| 24 | Shri | S. A. Teckchandani | All India Handicrafts Board. |
| 25 | ,, | V. K. Singh | Central Bharat Sevak Samaj. |
| 26 | ,, | S. L. Khurana | Ministry of Community Development. |
| 27 | ,, | O. P. Sharma | Do. |
| 28 | ,, | J. P. Mital | Do. |
| 29 | ,, | A. N. Sehgal | Do. |

## Members of Sub-Committee No. 13

(Institutional Training)

*Chairman : Shri M. G. Raja Ram, Additional Development Commissioner, Madras*

| Sl. No. | Name | Ministry/State etc., representing |
|---|---|---|
| 1 | Shri A. N. Kidwai . . . . | Assam. |
| 2 | Major G. C. Juneje . . . . | Madhya Pradesh. |
| 3 | Shri R. J. Kalamkar . . . | Do. |
| 4 | Dr. H. R. Arakere . . . . | Mysore. |
| 5 | Miss. Shanta Das . . . . | West Bengal. |
| 6 | Shri G. Majumdar . . . . | Do. |
| 7 | ,, Mohiuddin . . . . | Jammu & Kashmir. |
| 8 | ,, P. M. Mathew . . . | Kerala. |
| 9 | ,, R. Govinda Pillai . . . | Do. |
| 10 | ,, S. C. Mishra . . . . | Bihar. |
| 11 | ,, R. S. Randhava . . . | Panjab. |
| 12 | ,, K. L. Baraya . . . . | Rajasthan |
| 13 | ,, M. S. Haq . . . . | Uttar Pradesh. |
| 14 | ,, S. C. Ray . . . . | N. E. F. A. |
| 15 | ,, K. G. Bhandari . . . | Ministry of Food & Agriculture. |
| 16 | ,, L. Sahai . . . . . | Do. |
| 17 | ,, B. S. Kadam . . . . | Do. |
| 18 | ,, A. R. Deshpande . . . | Ministry of Education. |
| 19 | ,, S. C. Roy . . . . | Ministry of Community Development. |
| 20 | ,, A. Prakash . . . . | Do. |
| 21 | ,, H. Sambamurthi . . . | Do. |
| 22 | Miss I. Malani . . . . | Do. |
| 23 | Shri J. C. Kavoori . . . . | Do. |
| 24 | ,, B. R. Devlalikar . . . | Do. |
| 25 | ,, S. Das Gupta . . . . | Do. |
| 26 | ,, Ibne Ali . . . . . | Do. |
| 27 | ,, U. C. Ghildyal . . . | Do. |
| 28 | ,, F. Ahmed . . . . | Do. |

MEMBERS OF SUB-COMMITTEE NO. 14

(Public Health and Sanitation)

*Chairman : Shri B. Mehta, Development Commissioner, Rajasthan*

| Sl. No. | Name | Ministry/State etc., representing |
|---|---|---|
| 1 | Dr. U. S. Bardolai . . . . | Assam. |
| 2 | ,, T. B. Patel . . . . | Bombay. |
| 3 | Shri S. R. Chadha . . . . | Do. |
| 4 | ,, R. S. Bhatt . . . . | Rajasthan. |
| 5 | ,, S. L. Kakar . . . . | Do. |
| 6 | ,, U. S. Gaur . . . . | Do. |
| 7 | ,, N. P. Chatterji . . . | Uttar Pradesh. |
| 8 | Mrs. V. Kercood . . . . | Do. |
| 9 | Shri S. S. Raichur . . . . | Mysore. |
| 10 | Dr. D. D. Sharma . . . . | Punjab. |
| 11 | ,, J. C. Ramchandani . . | Delhi. |
| 12 | ,, R. Subramanian . . . | Madhya Pradesh. |
| 13 | Lt. Col. B. L. Raina . . . | Ministry of Health. |
| 14 | Dr. P. R. Dutt . . . . | Do. |
| 15 | Lt. Col. Barkat Narain . . . | Ministry of Community Development. |
| 16 | Shri S. Athar Hussain . . . | Do. |
| 17 | Dr. (Miss) P. Das . . . . | Do. |

MEMBERS OF SUB-COMMITTEE NO. 15

(Information & Public Relations; Art & Culture)

*Chairman : Shri H. Banerjee, Development Commissioner, West Bengal*

| Sl. No. | Name | Ministry/State etc., representing |
|---|---|---|
| 1 | 2 | 3 |
| 1 | Shri S. S. Raichur . . . . | Mysore. |
| 2 | Dr. K. S. Shetty . . . . | Do. |
| 3 | Shri C. Narasimham . . . | Andhra Pradesh. |
| 4 | ,, G. Simbadri . . . . | Do. |
| 5 | ,, R. T. Rymbai . . . | Assam. |

| Sl. No. | | Name | Ministry/State etc. representing |
|---|---|---|---|
| 6 | Shri | H. K. Ghosh | Orissa. |
| 7 | ,, | H. K. Niwas | Bihar. |
| 8 | ,, | N. E. S. Raghvachari | Kerala. |
| 9 | Smt. | Kercood | Uttar Pradesh. |
| 10 | Shri | J. K. Pandey | Do. |
| 11 | ,, | Bhagwant Singh | Do. |
| 12 | ,, | R. S. Bhatt | Rajasthan. |
| 13 | ,, | U. S. Gaur | Do. |
| 14 | ,, | K. Diraviam | Madras. |
| 15 | Capt. | D. Gnanavolivu | Do. |
| 16 | Shri | B. P. Sinha | Bihar. |
| 17 | ,, | R. S. Randhawa | Punjab. |
| 18 | ,, | S. K. Sarkar | Tripura |
| 19 | ,, | Jagathpathi | Madhya Pradesh. |
| 20 | Major | G. C. Juneja | Do. |
| 21 | Dr. | Kalamakar | Do. |
| 22 | ,, | R. K. Ramadhyani | Ministry of I. & B. |
| 23 | ,, | L. R. Nair | Do. |
| 24 | ,, | T. R. V. Chari | Do. |
| 25 | ,, | Madan Gopal | Do. |
| 26 | ,, | D. Raghavan | Do. |
| 27 | ,, | A. R. Deshpande | Ministry of Education. |
| 28 | Dr. | D. R. Bhatia | Ministry of Food & Agriculture. |
| 29 | Shri | K. Jayaraman | Programme Evaluation Organisation. |
| 30 | Shri | Chakradhari Agarwal | Bharat Sevak Samaj. |
| 31 | ,, | S. L. Khurana | Ministry of Community Development. |
| 32 | Dr. | J. S. Patel | Do. |
| 33 | Shri | Ibne Ali | Do. |
| 34 | ,, | U. C. Ghildayal | Do. |
| 35 | ,, | A. K. Mukerjee | Do. |
| 36 | ,, | B. Mukhopadhyay | Do. |
| 37 | ,, | K. P. Sinha | Do. |
| 38 | ,, | M. C. Nanavaty | Do. |
| 39 | ,, | J. C. Kavoori | Do. |
| 40 | ,, | S. N. Bhattacharyya | Do. |
| 41 | ,, | A. N. Sehgal | Do. |

## Members of Sub-Committee No. 16

(Non-Institutional Training, Gram Sahayak's Training and Village Teacher's Training)

*Chairman* : *Shri Satish Chandra, Development Commissioner, Uttar Pradesh*

| Sl. No. | Name | | Ministry/State etc., representing |
|---|---|---|---|
| 1 | Dr. | U. S. Bardolai . . . . | Assam. |
| 2 | Shri | M. Jayanandam . . . | Andhra Pradesh. |
| 3 | Smt. | J. Jamuna Bai . . . . | Do. |
| 4 | Shri | Mani Narayanaswamy . . | Mysore. |
| 5 | Dr. | J. C. Ramchandani . . . | Delhi. |
| 6 | Shri | M. S. Haq . . . . | Uttar Pradesh. |
| 7 | ,, | K. N. Malaviya . . . | Do. |
| 8 | ,, | R. Govinda Pillai . . . | Kerala. |
| 9 | ,, | S. C. Mishra . . . . | Bihar. |
| 10 | ,, | V. S. Tilak . . . . | Orissa. |
| 11 | ,, | K. L. Baraya . . . . | Rajasthan. |
| 12 | ,, | Balaindu Sharma . . . | Do. |
| 13 | ,, | G. Jagath Pathi . . . | Madhya Pradesh. |
| 14 | ,, | R. M. Dhar . . . . | N. E. F. A. |
| 15 | ,, | A. N. Karan . . . . | Serva Sewa Sangh. |
| 16 | ,, | C. B. Sharma . . . . | Bharat Sevak Samaj. |
| 17 | ,, | D. D. Saigal . . . . | Do. |
| 18 | ,, | R. Ramaswamy . . . | Ministry of Finance. |
| 19 | ,, | K. G. Bhandari . . . | Ministry of Food & Agriculture. |
| 20 | Smt. | R. P. Devadas . . . . | Do. |
| 21 | Mrs. | Asoka Gupta . . . . | West Bengal, Social Welfare Board. |
| 22 | Shri | S. Dasgupta . . . . | Ministry of Community Development. |
| 23 | ,, | A. K. Mukerjee . . . | Do. |
| 24 | ,, | G. F. Mankodi . . . | Do. |
| 25 | Dr. | (Miss) P. Das . . . . | Do. |
| 26 | Shri | H. Sambamurthi . . . | Do. |
| 27 | ,, | F. Ahmad . . . . | Do. |
| 28 | ,, | S. C. Roy . . . . | Do. |
| 29 | ,, | K. Lakshmana Rao . . . | Do. |
| 30 | ,, | G. Majumdar . . . . | West Bengal. |

## Members of Sub-Committee No 17

(i) Touring in the states by State Officers and achieving coordination in the process.

(ii) Treatment of the block as unit of planning and development.

(iii) Progress of the price competition scheme.

(iv) End use of the equipment-effective use of jeeps.

*Chairman : Shri Y. M. Yardi, Development Commissioner, Bombay*

| Sl. No. | Name | | Ministry/State etc. representing |
|---|---|---|---|
| 1 | Shri | P. H. Trivedi | Assam. |
| 2 | ,, | S. Majid | Do. |
| 3 | ,, | D. A. Gadkari | Bombay. |
| 4 | ,, | U. K. Thakur | Bihar. |
| 5 | ,, | Mani Narayanaswamy | Mysore. |
| 6 | ,, | B. Veerappa | Do. |
| 7 | Dr. | H. R. Arakeri | Do. |
| 8 | Shri | S. M. H. Burney | Orissa. |
| 9 | ,, | P. S. Bapna | Madhya Pradesh. |
| 10 | ,, | T. N. Bahel | Do. |
| 11 | Dr. | R. J. Kalamkar | Do. |
| 12 | Major | G. C. Juneja | Do. |
| 13 | Shri | B. V. Vora | Do. |
| 14 | ,, | V. K. Madhava Menon | Kerala. |
| 15 | ,, | P. M. Mathew | Do. |
| 16 | ,, | Rajeshwar Prasad | Uttar Pradesh. |
| 17 | ,, | N. P. Chatterji | Do. |
| 18 | ,, | M. G. Rajaram | Madras. |
| 19 | ,, | U. Ananda Rao | Do. |
| 20 | ,, | P. Sivasankaran Pillai | Do. |
| 21 | ,, | M. A. Hafeez | Do. |
| 22 | ,, | B. B. Vohra | Punjab. |
| 23 | ,, | S. S. Puri | Do. |
| 24 | ,, | H. S. Rawat | Rajasthan. |
| 25 | ,, | T. S. Negi | Himachal Pradesh. |
| 26 | ,, | T. Kipgen | Manipur. |
| 27 | ,, | V. K. Singh | Central Bharat Sewak Samaj. |
| 28 | Smt. | Pushpaben Mehta | Bombay State Social Welfare Board. |
| 29 | Shri | A. S. Naik | Ministry of Community Development |
| 30 | ,, | R. Jagannathan | Do. |
| 31 | ,, | J. P. Mital | Do. |
| 32 | ,, | A. Prakash | Do. |
| 33 | ,, | S. S. Shivapuri | Do. |
| 34 | ,, | Athar Hussain | Do. |
| 35 | ,, | Y. P. Rajput | Do. |
| 36 | ,, | O. P. Sharma | Do. |

# ANNUAL CONFERENCE ON COMMUNITY DEVELOPMENT AT MOUNT ABU

## Recommendations of Sub-Committee No. I

### Agenda Item I(3)—Minor Irrigation.

1. *Administration.*—It was agreed that technical advice and guidance was necessary for the preparation of plans and execution of minor irrigation schemes, and that these should be made available, as far as possible, through the State departments in-charge of irrigation. The recommendation made at the last Development Commissioners' Conference, *i.e.*, to have a Senior Irrigation Engineer for planning and examination of irrigation schemes of all departments and maintaining liaison with the Development Commissioner, was, therefore, reiterated.

2. *Progress in Implementation of the Programme.*—The Sub-Committee made the following recommendations in order to step up progress in the implementation of the programme :—

(a) The pattern of subsidy for the C. D. Minor Irrigation schemes of all kinds should be the same as for similar G.M.F. schemes. It was pointed out that the provision for subsidy in the schematic budget was only Rs. 40,000 out of a total provision of Rs. 3:4 lakhs for minor irrigation and that this amount might not suffice in certain areas. The Sub-Committee recommends that the amount of subsidy might be increased in such cases.

(b) All Minor Irrigation Works executed in C. D. areas should, first be charged to the C. D. budget up to the limit of the total ceiling for the blocks. This would make more G.M.F. funds available for non-C. D. areas.

(c) Periodical review of progress of expenditure in C. D. areas should be made at the State level so that the progress of annual expenditure may be evenly spaced out.

(d) In the pre-extension stage of a block, the Irrigation and Planning Departments should jointly survey and assess the irrigation potential of the block and decide upon the allocation of minor irrigation funds under the different categories. *viz.*, private and State works. After this is done, the amount earmarked for State managed works should be placed at the disposal of the Department in-charge of such irrigation works.

3. *Utilization of Irrigation Potential.*—The Sub-Committee made the following recommendations in order to accelerate utilization of irrigation potential created :—

(a) The emergency provisions of the Land Acquisition Act should be availed of in order to ensure speedy acquisition of land for construction of works.

(b) The distributaries and minors and necessary fields channels should be constructed to synchronize with the completion of the dam or barrage so that it is possible to utilize the water as soon as it is available.

The cost of the construction of field channels may be recovered from the beneficiaries in whatever manner the State considers appropriate. In backward areas, the State should bear the entire cost provided it does not exceed Rs. 15 per acre.

(c) The size of outlets should not normally exceed 1.5 cusecs discharge. Bigger outlets should be converted into minors.

(d) Particular attention should be paid to provide, wherever necessary, adequate number of crossings on field channels like culverts, syphons, in order to avoid wastage of water.

(e) Demonstrations should be arranged by the Agricultural Department in Project areas to educate the cultivators in improved techniques of agriculture including suitable cropping pattern for irrigated conditions and optimum use of water.

(f) A short-term training in improved methods of agriculture should be given to the irrigation staff responsible for distribution of water, such as Ziladars, patrols, lascars, etc.

4. *Role of People's Agencies.*—The field demonstrations suggested in para 3(e) would help to stimulate self-help.

5. *Important Recommendations of the COPP Team.*—The recommendations of the COPP Team were considered and it was felt that :—

(i) the responsibility for maintenance of minor irrigation works should be placed on the beneficiaries concerned; but the Panchayat Samiti or the village panchayat may be empowered to undertake such works wherever necessary on behalf of the beneficiaries; and

(ii) concessional water rates may be charged for second crops in the initial stages with a view to encourage such development.

## Recommendations of Sub-Committee No. 2

### Animal Husbandry

The Committee accepted the view that Animal Husbandry and Agriculture are complementary to each other and should progress side by side in order to balance the country's rural economy.

### Agenda Item I(2)—Animal Husbandry

*Administration.*

(i) *Organisational Set-up Essential at Various Levels.*

The Committee felt that in order to develop Animal Husbandry so as to fulfil the above objective a suitable administrative set-up is necessary at various levels. The suggestions made in the agenda notes were, therefore, recommended subject to the availability of finance and any changes which the Plan might undergo from time to time and with the following modifications :—

(a) In view of the importance of poultry development work in the coontry provision should also be made for an Assistant Poultry Development Officer at the Regional Level.

(b) Such of the States as have no organisation for production of veterinary biological products, at present, should set up such units.

(ii) *Steps Necessary to Ensure Adequate Supplies and Proper Maintenance of Breeding Bulls.*

In regard to the supply and maintenance of breeding bulls the Committee accepted and recommended the suggestions, made in the agenda notes on the subject.

(iii) *Provision of Adequate Veterinary Aid to Livestock in Development Blocks.*

The Committee felt that in order that any improvement brought about among livestock through breeding, feeding and management may not be nullified through disease, adequate veterinary aid should be provided in the blocks. The following suggestions made in the agenda notes were, therefore, endorsed :—

(i) The post of Extension Officer (Animal Husbandry) at the Block Level should be filled up as and when veterinary graduates become available.

(ii) In each Block, there should be one full-fledged veterinary dispensary or hospital under the charge of a qualified veterinarian and at least 2 peripatetic or stockmen centres to begin with with a view to producing better veterinary aid to livestock in the block than has been possible uptil now.

(iii) One mechanised mobile veterinary dispensary should be attached to each district to facilitate prompt control measures being taken against outbreaks of contagious diseases.

(iv) An endemic chart is respect of all the contagious diseases should be prepared for each CD/NES Block and routine preventive vaccinations undertaken sufficiently in advance.

(v) Ambulatory clinics should be conducted at least once every quarter in each CD/NES Block in different rural centres, the object being not only to popularise modern methods of prevention and treatment of livestock diseases, but also to make veterinary facilities available at the very doors of the villager.

(vi) Provision of first aid veterinary kit to all the Panchayats to enable V.L.Ws. to undertake first aid treatment of common livestock ailments and arrangements to replenish the drugs in them be made as recommended by the last Development Commissioners' Conference.

(iv) *Popularising the Feeding of Cotton Seed Cake to Cattle.*

The Committee took stock of the fact that feeding of cattle with cotton seed cake instead of cotton seed would result in the saving of a large quantity of cotton seed oil which can be used for edible and other purposes and that the increased production of cotton seed oil is also a matter of immediate importance to India in that it can make a valuable contribution to the country's foreign exchange resources. The Committee, considered the recommendation of the *Ad hoc* Committee on Cotton Seed Oil Industry set up by the Ministry of Commerce and Industry to suggest ways and means of popularising the use of cotton seed cake in the rural areas and endorsed the several suggestions made in the agenda notes.

*Planning*

(i) *Measures Necessary to Accelerate Sheep Development.*

The Committee endorsed the recommendations made by the Ministry of Community Development in their letter addressed to the Development Commissioners in regard to the fulfilment of the targets laid down under the Second Five-Year Plan. It also endorsed the following suggestions detailed in the agenda notes for the improvement of sheep husbandry practices in CD/NES areas :—

(1) Agriculturists in rural areas should be encouraged to maintain sheep, preferably as a mixed farming economy, if necessary, by advancing loans for the purchase of sheep.

(2) In the Key Villages set up in sheep breeding tracts up-grading of local sheep should be undertaken by distributing a large number of stud rams as is now being done in Madras State.

(3) Community shearing sheds and dipping tanks should be set up in sheep breeding tracts not covered by the All India Sheep Development Plan. This is to ensure proper grading and marketing of wool. If necessary, monetary help should be extended for the construction of such community sheds and dipping tanks.

(4) The villagers in sheep rearing areas should be educated in the methods of controlling parasites, both internal and external, which cause enormous losses among sheep.

(5) Agriculturists in general and youth clubs in particular should be encouraged to rear male lambs to maturity; this is remunerative.

(ii) *Measures Necessary to Promote Poultry Development Through Registered Poultry Breeders.*

The Committee considered the various suggestions made in the agenda notes on poultry development and made the following recommendations:—

(i) To secure rapid development of poultry, the co-operation of private breeders should be enlisted. For this purpose the Committee recommended that Poultry Breeders Associations should be established and that registered breeders should be assisted by the grant of subsidies, loans, etc. on terms and conditions to be worked out by the States.

(ii) That block poultry units which had not been successful should be closed down and the rest should be allowed to continue and, wherever possible be expanded and converted into Extension Centres.

(iii) That equipment such as incubators, etc., from the poultry units to be closed down should be handed over to the registered private breeders selected by the Block Advisory Committees.

(iv) That poultry development should be taken up in an intensive manner in blocks which offer both environmental and marketing facilities the resources from other blocks being pooled if necessary for the purpose. When the development has reached a certain point it may be extended to the other blocks. The Committee also endorsed the various model schemes suggested in the agenda notes for being taken up in the blocks.

(v) The Committee also endorsed the recommendations of the subject-matter seminar in regard to the marketing, supply of chicks, housing etc.

(iii) *Measures Necessary to Develop Inland Fisheries in CD/NES Blocks.*

The Committee endorsed the view that fishery development is one of the few short range measures which would contribute to the rapid increase of supplementary food for the Nation and therefore, reiterated the recommendations of the subject-matter seminar reproduced in the agenda note. The Committee further emphasized the need for posting Fisheries Extension Officers in blocks where the scope for fishery development work is extensive, the Block Fisheries Extension Officers being made responsible not only for the proper and maximum utilisation of cultivable waters but also for organising fisheries training for village level workers.

## COOPERATION

**Agenda Item I (4)—Co-operation—Concrete steps necessary to ensure the provision of adequate and timely credit for credit-worthy purposes, particularly to the small primary producer in the sphere of agriculture.**

There was a general discussion about the measures taken in the different States to increase the quantum of co-operative credit and also to increase the co-operative membership. In addition, the efforts made to extend co-operative credit to the so-called non-credit-worthy persons *viz.*, persons not having landed security or not having adequate security in getting short term co-operative financial assistance for agricultural productive purposes was also discussed. It was generally found that in most of the States there had been an increase both in the membership as well as in the total quantum of finance advanced through the co-operative organisations. The Bombay scheme of crop finance was discussed at great length. It was noticed that in Bombay, there has been an increase from a figure of Rs. 8 crores in 1951 to a figure of Rs. 21 crores in 1956-57. There has been an increase from 17½ per cent to 35 per cent of the population covered. There has also been a substantial increase in loans advanced without any collatoral security for credit-worthy purposes to non-credit-worthy persons. This had made particular progress where the credit had been linked with marketing particularly in areas where cash crops like sugar-cane, cotton, etc. are grown and where the processing has also been undertaken by a co-operative organisation like a sugar factory or cotton ginning and pressing factories. The Bombay State Co-operative Bank is soon bringing out a report of the Crop Loan Evaluation Committee. But there were unfortunately no direct statistics available to show to what extent there had been an increase in co-operative finance for a credit-worthy purposes to non-credit-worthy persons. A reference was also made to the Bombay scheme where 100 per cent finance is given for paddy cultivation. Other States have also been giving loans for credit-worthy purposes even to non-credit-worthy persons. For instance, in the Punjab State, it was mentioned that a very high proportion of members of the Scheduled Castes were benefited. In Uttar Pradesh, small land holders were being given loans in excess of their landed security. In Bihar, loans were being given on collatoral securities. In Madras, it was mentioned that a comparatively small percentage *viz.*, 35 per cent was advanced on mortgage and about 55 per cent was advanced on collatoral surety. In Mysore, advances to artisans were being made only on personal bonds with satisfactory returns. There was a general consensus of opinion that non-credit-worthy persons have also been benefited in a proportionate manner in the increases of general co-operative finance.

The discussions, however, revealed that in spite of attempts made to libralise and simplify the procedures and the co-operative bye-laws and to increase the quantum of finance available by methods like increase in the membership, increase in the share capital and deposits, there was a definite shortage of funds to meet even a portion of the total requirements for agricultural credit. The Reserve Bank of India and other sources were unable to meet the demands for co-operative credit whether to credit-worthy persons for credit-worthy purposes or to non-credit-worthy persons for credit-worthy purposes. A specific suggestion was made that the Reserve Bank of India should consider increase in its limits of accommodation both for cooperative credit and marketing on the basis of the recommendations made in the Srinagar Subject Matter National Seminar on Co-operation last year. Other methods for increasing substantially the financial base of co-operative institutions would also need to be pursued.

Steps have been taken by the various States' Co-operative departments and co-operative institutions to liberalise and simplify the procedure for sanction of loan applications. This, however, is a continuous process and further steps need to be taken to improve the procedure.

Item I (4) Training of Co-operative Personnel and members of societies :—

The suggestions of the working group on the various recommendations made at the bottom of page 72 of the agenda notes were as follows :

Item (i) The Orientation training should be of 1½ month duration as proposed but the job training should not be less than the present 10½ months.

Item (ii) In the syllabus of training, provision should be made for short-term courses of about a week or so on the various State laws and practices to be given by experts of the State concerned being invited to deliver the course of lectures in the institution.

Items (iii) to (viii) were accepted as proposed.

Item (ix) was agreed except that it was felt that it would be demanding too much if the Extension Officer was to have "no doubts or mis-givings left in his mind" at the end of the training period. Only he may be expected to be better able to discharge his duties than before undergoing this training.

Item (x) The proposal contained was not accepted. It was recommended that the training in the regional training centres and for the block level Co-operative Extension Officers should remain separate as at present.

Agenda Item I (4) Training of members of Co-operative Societies.

(References are to the items in paragraph 3 at page 75)

Item (a) The All India Co-operative Union could be encouraged to start training classes in all States and in all districts so as to complete the training and cover the largest number of people in the shortest period. This however will have to be a continuous process involving refersher courses also.

Item (b) One of the methods that could be adopted by the State Departments of Co-operation should be to assist the State Co-operative Unions or Federations in taking up more training classes through educational officers to be especially employed by them. Another very effective method which would extend the programme to a very large number of people would be adoption of a scheme for the training of co-operative workers by holding of camps on the lines of camps which were conducted successfully this year for the training of agricultural leaders (Gram Sahayaks). Nearly 6 to 8 lakhs of people could be trained in such short courses every year.

Item (c) The various voluntary organisations may all be brought into the co-operative movement through the existing non-official organisations on co-operation *viz.*, the All India Co-operative Union and State Co-operative Federations and Councils and Supervising Unions.

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## Recommendations of Sub-Committee No. 4

### Agenda Item 1(6)—Education

*Administration.*

(i) *Ways and Means of Improving Attendance in Elementary Schools* :

The Committee felt that some of the following factors contribute to low attendance in village schools:—

(a) Inability of certain families of lower income groups to send their children to schools due to economic difficulties.

(b) Use of children for assistance in the family.

(c) Lack of interest on the part of the parents.

(d) Lack of contact of school teachers with the parents.

It was agreed that in order to improve attendance in rural schools it would be necessary to provide free mid-day meals to poor children; and also to provide such children with books and stationery, free of

cost. The Committee noted that free mid-day meals were already being given in some States such as Madras and Kerala and that this has resulted in an increase in the attendance in the schools. It would be necessary to associate the village community with the provision of mid-day meals. A Committee of the Panchayat, or a suitable voluntary organisation should be entrusted with the task of supervising the distribution of free mid-day meals. The local community should be asked to contribute towards the cost of the feeding, Government giving a portion of the cost as subsidy. Donations could be collected by way of grains, or cash. The villages may also be encouraged to set apart a specific extent of land, the income from which will be used towards meeting the cost of noon feeding. It was also noted that the UNICEF had a scheme for subsidising the cost of free mid-day meals, in addition to supply of free skimmed milk powder. The assistance offered by the UNICEF may be utilised in this connection. The Committee felt that the emphasis should be to provide wholesome nutritive food at as low a cost as possible and wished to point out that economy should not be the sole criterion in this regard. The supply of free mid-day meals should be open to all, although some children may not care to take advantage of it.

It was noted that skimmed milk powder was available with State Governments and voluntary agencies, and these could be given to school children in rural areas. A grant may be made from Block funds to cover cost of transport of this milk powder to rural areas and other contingencies.

It was also suggested that creches should be provided for children below school going age, so that the elder children may be relieved of the responsibility of looking after them and enabled to attend school. These creches may be managed by Voluntary workers, members of Mahila Samitis etc., taking turns to look after the creche. Where there is a Welfare Extension Project under the School Welfare Board, these creches may be run as partof the Project. Such creches may be located at Community Centres, Mahila Samajs or in buildings attached to schools.

In order to effect an improvement in the attendance of girls in the schools, the following measures may be adopted :—

(a) Appointment of school mothers;

(b) Appointment of women teachers;

(c) Provision of free staff quarters for women teachers; and

(d) Attendance scholarships to girls which may be paid in kind, in the form of clothes, mid-day meals, books etc.

It was brought to the notice of the Committee that where clothes were distributed to the girls, attendance had considerably improved.

(ii) *Problem of Wastage and Stagnation in Village Schools*:

The Committee noted that some of the reasons contributing to the problem of wastage and stagnation in the village schools are:—

(a) Lack of personal attention of teachers to the performance of children attending schools.

(b) Want of proper accommodation in school.

(c) Poor quality of teachers and teaching aids.

(d) Want of proper encouragement to teachers.

(e) Want of proper supervision.

(f) Use of children for assistance in the family.

The Committee felt that schools should be made attractive to children by introduction of extra curricular activities.

The hours of work in the schools may also be adjusted in accordance with local conditions so that the school does not work at a time when the children are most needed in the home. It was also emphasised that teachers should be fully trained and that their work should be supervised by a Committee of the Panchayat or other village organisation. It was noticed that the wastage occurred most in the single-teacher schools where teachers were untrained.

The Committee, therefore, felt that only trained teachers should be posted to single-teacher schools. The Committee also felt that if schools were opened only in areas where there was genuine need for a school, as per the education survey under the auspices of the Government of India, there would be better attendance at schools. In other words, the opening of uneconomic schools on the basis of extraneous circumstances should be avoided. Some of the members felt that a proper enforcement of the scheme of compulsory education would avoid wastage in the higher classes.

(iii) *Community Participation in the Organisation and Maintenance of Village Schools*:

The Committee endorsed the statement in the note that education being a vital programme of development, participation of the community is essential in the organisation and maintenance of the village school. As already suggested, the community should be made responsible for supervision of the school and should take legitimate pride in the proper working of the school. The community should be encouraged to contribute substantially towards the cost of construction of school buildings and should be made to accept the responsibility for looking after its maintenance. As already mention, a Sub-Committee of the Panchayat may be constituted to look after schools in the village. In addition, in order to effect a cordial relationship between parents and teachers, Parent-Teacher Associations should be formed. The use of the school building as a community centre can also provide an additional opportunity for increasing the interest of the community in the village school.

(iv) *Progress Made in Taking up Pilot Projects for Compulsory Primary Education in Selected Blocks*:

No state has started a Pilot Project for compulsory education. It would appear that most of the States were awaiting the results of the educational survey before taking up such projects. Some of the States expect to start such Pilot Projects in the current year.

(v) *Problem of Accommodation in the Village School*:

The Committee agreed that of the four important constituents of education, namely, teaching staff, books and equipments, supervision and buildings, the last may be assigned the least priority. The Committee considered the suggestion that the elementary school may be conducted under a tree. The Committee felt that there were considerable difficulties in locating schools under trees. Firstly, in most parts of the country, the climatic conditions may not permit the holding of schools under trees both in summer and in winter. Secondly, it would be difficult to find trees large enough to provide shade for the larger schools, such as those with, say, a strength of about 100. Thirdly, the tree is also used by the other sections of the community and it would be difficult to hold the school without disturbance from these sections. Lastly, the Committee wished to point out that inexpensive buildings could be put up, in tune with the rural environments; and that the local people, in most cases, would readily come forward to put up such school buildings. Therefore, the cost of school buildings is not, in reality, the most important factor deterring the opening of new schools.

(vi) *Living Quarters for Schoool Teachers*:

The Committee felt that it was essential to provide quarters for school teachers in rural areas, as otherwise, school teachers found it extremely difficult to find rented houses in such areas. The problem is even more acute in the case of women teachers. In this connection, the Committee noted that the Government of India were already giving 75 per cent grant for the construction of quarters for women teachers and that under a new scheme for the relief of educated unemployed and expansion of primary education, it was proposed to give a grant of 100 per cent for quarters of women teachers. The State Governments will be well advised to take advantage of the facilities offered by the Government of India.

(vii) *Coordination*:

The Committee agreed that it was desirable that the jurisdiction of the Sub-Deputy Inspector of Schools may be co-terminus with that of the Block. It, however, noted that at present, the jurisdiction of the S.D.I. was on an average, of the side of 1½ block. If States were to have one S.D. I. per block, there might be an increase in the expenditure on S. D. I's by at least 50 per cent. The position, however, varied from

State to State and in some States it would be necessary to increase the number of S.D.Is. by 100 per cent. The Committee, however, wished to point out that as elementary education expanded, it would be necessary, in any case, to have one S.D.I., per block, as an S.D.I. cannot manage more than 60 schools at the most.

(viii) *Some Practical Suggestions for Immediate Improvement in the Existing Primary Schools* :

The Committee agreed with the suggestion in the note that the curriculum for non-basic and basic schools should be common and that craft work should be introduced in all elementary schools. There should be similar methods of teaching in both the types of schools. The Committee also agreed that the school should organise itself as a living and functioning community—everything in the school being organised on co-operative effort by the teachers and their pupils. The school community cannot, however, function in isolation from the community outside with which it should fully co-operate and for which it should organise various types of social services. In other words, the school and the community have to be closely integrated to their mutual advantage. A system of self-government of the school by the pupils in regard to some of their affairs, such as keeping the school clean, maintenance of a garden, organisation of cultural and recreational activities, organisation of exhibitions, game, and sports etc. could be planned so as to develop in the children the qualities of initiative, enterprise and leadership.

In order to effect an improvement in the teaching staff, the following measures were suggested :—

(a) An emergency short training course.

(b) Holding of periodical teachers' seminars.

(c) Extension Service attached to all training institutions.

(d) Establishment of Central Schools, at least one in each block, which would act as a model and which should be periodically visited by the teachers of other schools in the Block.

(e) Publication of journals which should contain reports of good work done in the progressive institutions.

The Committee considered the proposal to entrust the teacher with the organisation of extension work, such as adult literacy centres, reading rooms, libraries, recreational clubs and other types of social services for the benefit of the village community. Some members doubted whether the teacher would find the requisite time to attend to these items. The general view of the Committee was that this type of work was already being done by teachers in schools in some States and could be attended to by them, without detriment to their efficiency as a teachers. It was suggested that a suitable allowance may be made to the teacher for such extension work. It was also suggested that the village community may set aside one acre of fertile land to be cultivated by it to augment the meagre income of the village teacher.

RECOMMENDATIONS OF SUB-COMMITTEE NO. 5.

## Agenda Item I(9)—Tribal Welfare

(i) *Difficulties experienced in implementing the programme of development in Multi-purpose Tribal blocks and in utilising the finances allotted for each block*:

(1) This matter was discussed in detail and in the opinion of the Sub-Committee the major difficulties accountable for the slow progress of work in the Multi-purpose Tribal blocks are as follows :—

(a) Owing to shortage of technical staff particularly under the engineering, veterinary and health sectors it was not possible to post the full contingent of staff provided for these blocks during the first two years.

(b) Even in sectors where personnel was available, it was found that owing to difficult living conditions in these areas very few persons were really willing to be posted there and those who are posted asked for long leave or desired transfer. This position was aggravated on account of lack of residential accommodation for the staff. The Public Works Department could not construct the staff quarters because these blocks were very much in the interior, while the D.B.Os also could not undertake departmental construction because of lack of engineering staff.

(c) It took quite a long time to prepare detailed programmes of work under various sectors and naturally the work could not start until the detailed schemes were finalized and sanctioned.

(d) Most of the staff posted to these areas was not trained in the special problems and methods of approach to tribal work and consequently they found it difficult to get people's participation for development programmes.

(e) Considering the scattered population in tribal blocks, the number of V.L.Ws. is found to be very insufficient.

(f) The non-acquaintance with tribal dialects has also been a great handicap to the staff posted to these blocks.

(g) The irrigation and reclamation loans could not generally be advanced in these areas because of the inability of the tribal population in general to give the required security for the loans.

To overcome these difficulties the following suggestions are made :—

(a) The State Government should give highest priority to the Multi-purpose Tribal blocks and should try to post the full complement of staff by the end of June, 1958.

(b) The State Government should again consider the feasibility of providing some incentive in the form of special pay equivalent of 25 per cent of the basic salary with a view to compensate for the difficult conditions of life in these areas.

(c) Effort should be made to complete at least the staff quarters either through P.W.D. or departmentally by the B.D.Os during the current year. Until permanent quarters are built, at least temporary structures with mud or bamboo walls and thatched roof should be provided to the staff immediately.

(d) In order to encourage the staff in various Departments to learn the tribal dialects, special awards should be given to those persons who learn and pass test in one of the recognised local tribal dialects.

(e) The basic survey should be completed as early as possible in the case of those blocks where it has not yet been done, so that the programme to be prepared may really reflect the special needs of the area.

(f) It was felt that special orientation course of 2 to 3 weeks' duration for the special problems of tribal areas should be arranged for the B.D.Os, all the Blocklevel Extension Officers excepting for S. E. Os for whom special training is provided at Ranchi and V.L.Ws during the current year.

(g) Each State Government should examine the present coverage of each V. L. W. in relation to the population area and number of villages and prepare proposals for increasing the number of V. L. Ws up to a maximum of 20. The extra cost, it was felt, could easily be adjusted within the ceiling provided for personnel in the schematic budget.

(h) As it may not be possible for the tribal people to contribute even 25 per cent as their share for certain items, it is considered necessary that the Development Commissioners should be authorized to further relax the quantum of contribution in special cases.

(i) It is considered very necessary that the subsidy for irrigation works undertaken from the block budget should not be less than 50 per cent as is the case for Grow More Food Schemes. Similarly the subsidy for Soil Conservation Schemes should not be less than 75 per cent as provided for such schemes by the All India Soil Conservation Board.

(2) *Difficulties experienced in utilizing the funds allotted for each block.*—It was felt that in view of the very slow progress made during the first two years, it may really be difficult to utilize the whole of the amount of Rs. 27 lakhs provided for each block during the Second Plan period. The Sub-Committee was of the view that the Ministry of Home Affairs and the Ministry of Community Development

should agree to extend the term of these blocks by another one year just as the Ministry of Community Development has given an understanding that the period of Stage I blocks will be extended from 5 years to 6 years, if necessary. If this is done there would not be any undue hurry or pressure for the utilization of funds and the programmes could be completed in a more systematic and methodical manners. The Sub-Committee further recommends that the State Governments should examine and review the position of each Multi-purpose Tribal blocks before the end of the current year and give an indication of the amount that is not likely to be utilized during the plan period so that it may be possible to divert that amount for other schemes in the tribal areas of the same State.

(ii) *Implementation of the earlier recommendations.*—The various recommendations referred to in the agenda notes have been considered in items i(1) above.

(iii) *Co-ordination with Tribal Welfare Department for special problems of tribal in Multi-purpose Tribal blocks and in mixed areas.*—It was reported that a system of co-ordination between Development and Tribal Welfare Departments at the State level existed in all States through the State Development Advisory Boards. It was, however, felt that there should be frequent meetings between the officers of both the Departments to discuss the special problems of tribal blocks and to evaluate the progress made in the Multi-purpose Tribal blocks. In order to enable the Tribal Welfare Department to implement its special schemes with speed and promptitude in tribal blocks and in order to enable it to play its role of advising and guiding the block staff in the special problems of tribals in such blocks, it was felt that a Joint Director should specially be provided in the Directorate of Tribal Welfare for this purpose.

The following additional items were discussed by the Sub-Committee:—

1. *Live-stock Programme in Multi-purpose Tribal Blocks.*

It was felt that special attention should be paid to the development of poultry and piggery as a source of subsidiary income for the tribals.

2. *Population Coverage of Each Multi-purpose Tribal Block.*—

It was pointed out that the population of each Multi-purpose Tribal block was originally intended to be about 25 thousand and that is why it had been calculated that the *per capita* amount available for development in these blocks would be of the order of Rs. 100. An examination of the population figure of the existing blocks, however, showed that the population ranged up to 69 thousand. The Sub-Committee felt that the State Governments should examine this question and see whether the present coverage could be reduced to a reasonable extent. It was further felt that the question of population coverage should be fully kept in view at the time of allotting new Multi-purpose Tribal blocks.

## Recommendations of Sub-Committee No. 6

### Agenda Item 1(5)—(Village and Small Scale Industries)

(i) *Minimum Programme of Village Industries in each block*

(1) There was general agreement that the proposed minimum programme will not be possible on account of (a) lack of funds (b) lack of trained personnel and of facilities available for training further cadres and (c) the difficulty of implementing certain programmes in certain areas owing to difficulties of raw materials and other items.

(2) It was generally accepted that the funds and training facilities available will permit only of a minimum of two industries in each block having a trained Extension Officer. These two might be selected from the comprehensive list of 11 industries rather than from the 4 industries adumberated in the revised minimum programme.

(3) This excludes the programme for Ambar Charka in each block for which a separate scheme is being worked out by the Khadi and Village Industries Commission.

(4) States may therefore keep the minimum programme in view and make arrangements for training.

(5) Where type schemes exist, the power of sanction should lie at district level. For other schemes, it is now time that the power of sanction should lie with the State Government.

(ii) *Pilot Project Programme*:

(1) The Sub-Committee feels that while the pilot project surveys have been very helpful there should be a comprehensive census of rural industries throughout the country for which an opportunity may be taken at the next census.

(2) The Sub-Committee feels that the life of the pilot projects should be extended up to March 1961 to enable the implementation of the potential survey reports and proper conclusions to be drawn. The recommendations for finance and controlled materials should be given very high priority. There should be a sales depot in each pilot project for all industries to which should be attached a sales depot for raw materials, tools and requisites to artisans in the pilot project. This composite sales depot of finished goods, raw materials, tools and requisites may be managed either by the Multi-purpose co-operative of the project or by the Government if such a co-operative does not exist. Such a composite sales emporium should be in addition to any sales emporium which the Khadi and Village Industries Commission may sanction for the area.

(3) The Development Commissioner for Small Industries has already taken note of the fact that the assistance of the other Boards,

the Khadi and Village Industries Commission and of the State Directorate of Industries should be obtained in compiling the project report and has taken steps for doing so.

(4) Since the survey reports are not ready, it is premature to draw conclusions. It is also to be remembered that general conclusions in the matter of Industries are liable to be of so general a nature as to be of very little use. But the pilot projects will serve to throw up much important information on.

(a) Industrial Co-operatives

(b) The pattern of Industrial Extension Service

(c) The economics and feasibility of model schemes advocated by the various boards and

(d) Conclusions from controlled observations of the working of certain types of industries.

The survey report ought to give us some informaton also of the development of markets and change of consumer tastes. The State Government will perhaps like to study the survey reports and make their observations within two months of their receipt.

(iii) *Rural Industrial Estates*:

(1) The Rural Industrial Estates have not yet started functioning in any State, because the sanctions were given only in November 1957. No experience is therefore available.

(2) Subject to the conditions that a rural Industrial Estate should be located in a block where electricity and a number of the right type of entrepreneurs are available, together with facilities of marketing, communication and water supply and that such an industrial estate should be linked with projects of rural housing, each State may ask for more rural industrial estates in 1958-59.

(iv) *Institutional Financing of Rural Industries*:

(1) The Sub-Committee doubts whether there is any reasonable way of utilising the resources at the disposal of money-lenders and traders in a legitimate way, because these professions will certainly not find it profitable to lend money to co-operatives, not to speak of the fact that their association as non-producing members would go against the principles of co-operation.

(2) In the present state of industrial development, the Sub-Committee would like that each central co-operative bank should earmark a portion of its funds for lending to rural industries and should have an industrial finance committee under its board of directors on which should be represented the interests of rural industries. This industrial finance committee should also have a representative of the industries department.

(3) It is the general opinion that the State aid to Industries Act has already been liberalised in all States suited to their circumstances. The scheme has just started on a considerable scale but more and more funds will be required.

(4) The Sub-Committee recommends that the pattern of underwriting of losses obtaining in the case of handloom should obtain unanimously in all cases, *viz.*, 50 per cent by the Central Government, 40 per cent by the State Government and 10 per cent by the bank in individual cases. The Central Government should however bear losses up to 5 per cent of the total loans issued.

(5) The Sub-Committee thinks it is desirable that Government should grant subsidy for technical staff to be employed by the Central and State co-operative banks for supervising credit extended to village and small industries.

(v) *Development of Marketing*:

(1) The Sub-Committee feels that there should be more sales depots, the staff and establishment of which should be subsidised. There should be allotments for expenditure on propaganda and publicity, exhibitions and audio-visual aids.

Government should set up testing stations and laboratories for raw materials and finished products and units for quality marking.

(2) There should be an increase in mobile vans in each State to popularise sale on a regional basis.

(3) It should be possible for village panchayats and co-operatives to organise "support local industries" weeks several times every year, at least during the important festive occasions.

(4) The State Governments should extend and liberalise their policy of purchase of cottage and small industries products to meet departmental needs.

(5) The difficulties in the development of marketing are mainly lack of finance and trained personnel.

(vi) *Industrial Cooperatives*:

The recommendations are accepted.

(vii) *Training of Rural Artisans*:

(1) The Sub-Committee thinks that decision on the pattern of training of rural artisans should await the report of the Working Group on Training-*cum*-Production Centres. This Group set up by the Development Commissioner of Small Scale Industries in the Ministry of Commerce and Industry should be requested to make specific recommendations on the training of rural artisans and their training centres and should associate the Ministry of Community Development in its deliberations.

(2) It is recommended that each State should make a close scrutiny as to how many peripatetic demonstration parties can be wound up without harm to the cause of training of rural artisans.

RECOMMENDATIONS OF SUB-COMMITTEE NO. 7

**Agenda Item No. III**

(i) *Integration of Administrative Intelligence Units with the State Statistical Bureaus*:

(1) The Committee urged that the Administrative Intelligence Units should be located within the States Statistical Bureaus without any further delay. In cases where it has been found difficult to locate the Unit physically within the States Statistical Bureau, due to considerations of accommodation, etc., the Unit might be allowed to remain in the Planning Department, but it should function under the administrative and technical control of the States Statistical Bureau.

(ii) & (iii) *Appointment and Training of Block Level Progress Assistants*:

(2) The Committee broadly agreed with the Agenda note on this item and recommended as follows:

(i) Recruitment of Progress Assistants in all the blocks allotted so far should be expedited. Such of the States which could not give effect to this recommendation owing to shortage of finance need no longer experience this difficulty due to the re-phasing of the programme. Immediate steps may, therefore, be taken in these States also to recruit the Progress Assistants.

(ii) Due to the numerous responsibilities entrusted to the Progress Assistant including supervision of the Statistical work of the Village Level Workers, the Committee felt (with the exception of one State) that the Progress Assistants should have the same status as any other Block Level Extension Officer, and his pay scale should be appropriately revised.

(iii) The minimum qualifications prescribed for the Progress Assistants should be strictly adhered to and the States Statistical Bureaus should be actively associated with the recruitment of this staff.

(iv) The training programme of the Progress Assistants should be so phased that trained personnel would be in position before 30th September, 1959 in at least 75 per cent of the Blocks in existence on 1-4-1958.

(iv) *Recommendations of the 6th Joint Conference on Statisticians, on Statistics Relating to Community Development*:

3.1. The Committee agreed that statistics relating to the progress of community development programme should be broadly classified into two categories, namely, (a) those that should be obtained by means of complete enumeration, and (b) those that should be obtained by means of sample surveys. The items of category (a) would be obtained partly on a quarterly basis and partly on an annual basis, while

the items of category (b) would be only annual. The schedules suggested by the C.S.O. Working Group for the progress reports and sample surveys were generally accepted. It, however, recommended that the sample surveys should in the first instance be tried out only on a pilot basis and the experience gained in the first year, reviewed, before taking them up in all the blocks. So far as the content of the Progress Reports is concerned, a few representatives expressed the view that the item relating to people's contribution should be annual rather than quarterly.

3.2 It was agreed that the Block Survey Report, should invariably be prepared during the pre extension period for the blocks to be allotted in future. Such a report should also be prepared immediately for all the blocks inaugurated since October, 1957. The data obtained through the Block Survey Reports should be utilised for preparing the working plans for the development of the Block.

3.3 The details of the Block Survey Report, as circulated, were generally approved, but it was recommended that village schedule No. I should be suitably revised as to dispense with the need for complete enumeration of households in the village.

(v) *Supervision and Guidance in Regard to Block Reporting, by States Statistical Bureaus*:

4.1 The note circulated on this item was approved and the Committee recommended that District Statistical Officers should be in position in all districts by the end of 1959, at the latest, to ensure effective supervision over the Progress Assistants. Until then, it would be desirable to make *ad hoc* arrangements for supervision (in the districts without District Statistical Officers) rather than increase the jurisdiction of the existing District Statistical Officers to cover this area.

4.2 The Committee also felt that the strength of supervisory staff, at the state level, should be suitably strengthened wherever the number of blocks allotted in a State happens to be large.

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## Recommendations of Sub-Committee No. 8

### Agenda Item No. VI—2

(iii) *Coordination Between the Community Development and Gramdan Movement*:

The Sub-Committee considered the memorandum prepared by the Ministry of Community Development on coordination between the Community Development and Gramdan movements in the light of discussion held at YALWAL (Mysore) in September 1957 and subsequent discussions in December 1957 and March and May 1958 between representatives of the Central Government and representatives of the Sarva Seva Sangh.

The main questions which had arisen during these discussions were briefly reviewed. Attention was drawn to the fact that while on many matters a common approach had been evolved, there were some issues which required further consideration. Leading workers of the Sarva Seva Sangh were expected to consider these at a seminar to be held in the very near future.

(2) *Objectives of Community Development*:

The Sub-Committee noted the following statement of the objectives of Community Development which had been amplified in consultation with Shri Jai Prakash Narain and other representatives of the Sarva Seva Sangh during discussions held in March, 1958.

The objective of the Community Development Programme is to promote the all-sided development of the village community, including their economic, political, social, cultural and moral development; in particular,

(a) to develop a spirit of community life among the people by promoting cooperation and mutual sharing, leading ultimately to voluntary community ownership of the basic means of production, such as land and fulfilment by the village community of responsibility for the welfare, employment and livelihood of all members;

(b) to make the village self-sufficient in the primary needs of life, such as food, clothing and shelter and to promote the development of each village along with the development of the local area of which it forms part; and

(c) to develop self-reliance in the individual, and initiative in the community so that the people are able to manage and run their affairs themselves and make the village self-governing units of the larger Indian democracy.

The Sub-Committee felt that this statement of objectives was of great importance for the further success of the Community Development movements and that efforts should be made to bring this statement to the attention of official and non-official workers engaged in Community Development throughout the country and to promote widespread public discussion.

With reference to the statement regarding village self-sufficiency at (b) above, it was pointed out that what was envisaged was that the economy of the village should be developed so as to meet the primary needs of the people as far as possible and that the development of each village should take place alongside the development of the area of which is formed part rather than in any isolated manner.

3. *Definition of Gramdan*:

The following definition of Gramdan was proposed as a result of discussions with Sarva Seva Sangh workers early in May, 1958:—

"Gramdan means a village in which not less than 80% of the

persons owning land and residing in the village donate their land to the village community, the total land donated being not less than 50% of the total land of the village whether donated by residents or non-residents, and not less than 80% of the entire adult population of the village join the Gramdan community."

In the course of the discussions in the Sub-Committee it was suggested that while it was important that a substantial proportion of the adult population in the village, whether or not it owned land, should subscribe to the objective of Gramdan, fixing a high percentage (*e.g.* 80%) may lead to some practical difficulties. The consensus of opinion was that while the proportion of the adult population of the village subscribing to the objective should at least be two thirds what the precise figure to be set should be required further examination. Representatives of the Sarva Seva Sangh agreed to consider this during their forthcoming discussions.

The Sub-Committee also considered briefly whether the definition of Gramdan should apply to the entire revenue village or could.under given conditions, apply to a portion of a village. Conditions varied greatly in different states and a uniform rule might be difficult to adopt. If a portion of a revenue village were to be treated as a distinct unit for Gramdan, it would be necessary to consider (a) whether in the circumstances of a State or region demarcation of area for this purpose was feasible, (b) the minimum area to be donated and (c) the minimum number of persons donating the land.

4. *Gram Sabha*:

The Sub-Committee noted that in proposing the composition of the Gram Sabha it was intended to take a broad view of the village community and that non-residents owning land in a Gramdan village as well as persons owning a house or a piece of land in the village but not permanently residing therein could participate as members of the Gram Sabha. Doubt was, however, expressed about the proposal that the age limit for the membership of Gram Sabha should be 18 years and that for holding office the minimum age should be 25 years. It was pointed out that election to Panchayats, as well as more generally for legal purposes the age limit commonly adopted was 21 years. The question was also raised whether it was necessary to prescribe a minimum age for holding office. On both points representatives of a Sarva Seva Sangh agreed to consider the suggestions further at their forthcoming meeting.

5. *Functioning of Gram Sabha as Panchayat and as Cooperative*:

The Gram Sabha has been visualised as the single village institution dealing with all aspects of community life. In this sense it is intended to fulfil the functions both of the Panchayat and the Cooperative in relation to all persons residing within the Gramdan village, whether or not they have donated their lands.

In the course of the discussion attention was drawn to the fact that if certain areas were to be demarcated as Gramdan villages with Gramdan Sabhas exercising the powers and functions of Panchayats, some difficult questions might arise where Panchayats held jurisdiction over three or four villages or, as in the case of Judicial Panchayats, over a much larger number of villages. If small units were to be detached from within the jurisdictions of Panchayats to meet the specific case of Gramdan villages, for other reasons too there might be pressure for breaking up the prescribed Panchayat jurisdiction. The consensus of opinion was that :—

(a) the Gram Sabha should function broadly within the general Panchayat structure of a State, care being taken to ensure that in relation to the local village community the working of the Gram Sabha was fully facilitated;

(b) where Panchayats performed judicial functions for groups of villages, the Gram Sabha would only settle those disputes or compoundable offences arising in the village in respect of which the parties agree to abide by its decision; and

(c) there might be certain advantages in providing for the institutional arrangements required in the Gramdan villages through special chapters in the State Panchayat legislation rather than through separate legislation for Gramdan villages. This suggestion deserved to be considered further.

As regards the functioning of the Gram Sabha as a cooperative society, it has been already agreed that as an interim solution members of the Gram Sabha might form a cooperative society in the ordinary way and subject to the legislation and rules applicable to cooperative societies.

6. *Agricultural Income Tax in Relation to Gramdan Lands* :

In appendix 'C' which summarises the recommendations of the Gramdan working group No. 1, the following has been proposed:—

"The Gram Sabha as holder of the community lands should be exempted from payment of agricultural income tax but individual members who hold land elsewhere assessable to agricultural income-tax will be assessed to it taking into account also their share of the land in the Gramdan village. Similar will be the position in regard to graded surcharge on land revenue."

The Sub-Committee agreed that the words "their share of the land in the Gramdan village" should be substituted by the words "their agricultural income from the Gramdan village".

7. *Provision Regarding Old Debt*:

In view of a slight error in the statement on this subject on page 5 of the memorandum of the Ministry of Community Development on coördination between Gramdan and Community Development movements, the Sub-Committee invited attention to the following statement

in Appendix 'C' which correctly sets out the conclusions reached in the working group with the representatives of the Sarva Seva Sangh:

"In respect of old debts some will be taken over by the community. Debt conciliation and scaling down would be attempted as far as possible but the liability for repayment of the old debts will not be given up. These old debts would be treated as long-term debts and a portion of the production will have to be set apart for repayment of these debts. Credits institutions will not take over these debts."

8. *Recommendations Regarding Implementation of the Coordinated Programme*:

The following conclusions were reached regarding the further steps to be taken with a view to the implementation of the programme of coordination between the Gramdan and Community Development movements :—

(1) In view of the discussions which have already taken place since the conference at Yalwal (Mysore) in September, 1957 the stage had reached when the Ministry of Community Development should request State Governments and State representatives of the Sarva Seva Sangh to consider jointly further steps to be taken in individual States to implement the programme with a view to assisting these discussions, the Ministry of Community Development should circulate a self-contained document bringing together the results of the earlier discussions. A sufficient number of copies of this document should be supplied to each State, so that State Governments and the various Departments concerned could consider the issues fully.

(2) Even apart from arrangements to be made in relation to villages declared as Gramdan villages, as recommended in para 3:3 of the memorandum of the Ministry of Community Development, steps should be taken in relation to villages in which lands have been donated to pool resources from various sources with a view to implementing common and allied programmes. These resources include funds from Block budgets and Departmental budgets, funds available for schemes for scheduled castes and tribes and other backward classes, funds allotted by the Social Welfare Board, the Khadi and Village Industries Commission and other Boards set up by the Central Government as well as resources which could be made available by non-official organisations like the Sarva Seva Sangh, the Kasturba Trust, the Gandhi Smarak Nidhi and others. In villages in which lands have been donated, all agencies, official or non-official, should endeavour to work together so as to secure the maximum benefits for the people.

(3) Once the criterion for specifying Gramdan villages has been finally agreed, the State organisations of the Sarva Seva Sangh should indicate to the State Governments concerned particulars of villages which conform to the approved definition in which implementation could begin on the basis of the coordinated programme between the Gramdan and Community Development movements.

(4) After the villages to be taken up under the coordinated programme was agreed between the State Government and the State

representatives of the Sarva Seva Sangh, implementation could begin without waiting for the necessary legislation to be enacted. Appropriate action could be taken through the issue of executive instructions by the State Government.

(5) While it would be the responsibility of the Sarva Seva Sangh to seek donations by way of Bhoodan or Gramdan, Government agencies should give all possible assistance in such matters as the checking of 'danpatras' with the revenue records, demarcation of lands, consolidation of holdings, land distribution etc. These processes could be greatly expedited with adequate assistance from Government agencies.

(6) With the understanding which has been reached regarding the objectives of the Community Development movement and the role of Gramdan in relation to it, as proposed in the meetings held with the representatives of the Sarva Seva Sangh in March 1958, steps should be taken to introduce Gramdan as part of the curriculum at extension training centres. The Sarva Seva Sangh should provide the necessary personnel for imparting knowledge of the theory and practices of Gramdan, the aim being eventually to make available workers who would function on a full-time basis as part of the staff of the extension training centres.

(7) It was pointed out that at present precise information regarding Gramdan villages and Bhoodan villages in which lands had been donated was not always available with State Governments. With a view to facilitating cooperative action on the lines envisaged above, it was suggested that the Sarva Seva Sangh and its organisations in the States might evolve a system for making available to the State Governments and the Central Government correct and up-to-date information regarding lands donated in Bhoodan and Gramdan, including particulars of villages, areas donated etc. Such information should become available on a regular basis so that, on their side Government agencies were fully informed and could provide the requisite assistance.

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## Recommendations of Sub-Committee No. 9.

### Agenda Item I—(8) Programme for Women and Children

The Sub-Committee was in general agreement with the views expressed in the note on the programme for women and children.

*Administration.*

The representative of the Central Social Welfare Board raised the point that there should be one agency at both the Central and the State levels in charge of the women and children's programme, and that this agency should be non-official. In spite of long discussion, there was no concensus of opinion about the matter. Representatives of the State Governments felt that this point involved important financial, administrative and other considerations which needed to be examined in detail before any opinion could be expressed in the matter. It was reported that the Planning Commission had appointed a Special Team to study the women's programme and its working in the country. Some members

of the Sub-Committee were of the opinion that the report of the Special Team might be awaited before the State Governments examined this question, while others felt that the question as to whether there should be one agency might be usefully examined by the Special Team.

While studying item (i) regarding *utilising services of progressive village women,* it came to the notice of the Sub-Committee that different States were making use of the services of progressive village women in different ways. While in some States they were paid honorarium, in others they were not. It was agreed that each State be left to work out its own system as to how to utilize the services of progressive village women.

Ways and means suggested under item (ii) regarding *measures to over-come short supply of women workers* were discussed and agreed upon.

(iii) *Provision of adequate funds.*

The Sub-Committee felt that it was not necessary to make separate allotments of funds out of provision for Agriculture and Animal Husbandry, Health and Sanitation for the women's programme. It should suffice if training to village women in items like poultry, kitchen gardening, piggery, maternity and child welfare etc. were arranged and the cost of this training met from those funds.

*Coordination.*

The suggestions regarding *utilisation of assistance under schemes of Khadi and Village Industries Commission etc.* were accepted. The Sub-Committee laid stress on the necessity of providing supervision of women and children's programme at the State and District levels. It was further suggested that B.D.Os should be given orientation training about how to develop women and children's programme in the block and give adequate help.

(iii) *Problems of implementation of the coordinated programme* with *social Welfare Board,* as given in the note, were discussed. The Sub-Committee noted that most of these difficulties had already been resolved.

The contents of the extract of the proceedings of the first meeting of the Women's Advisory Committee held recently in the Ministry of Community Development, New Delhi, were noted. The representatives of the State Governments felt that they needed more time to examine the various implications of the note. However, it was observed that the minimum age for Gram Sevikas should be left at 18 so as to give opportunities to the younger girls in rural areas completing their school education which they do at the age of 17 or so. It would not be practicable to keep them waiting for 2 years before they were selected for the posts of Gram Sevikas. The Committee was in general agreement with the *Broad Outline for training of Gram Sevikas* and *Brief Outline of the Job Chart of the Women Extension Workers.* However, the Sub-Committee felt that the whole question of women workers, their jobs their designations etc. needed to be examined by the Syllabus Committee appointed by the Ministry of Community Development.

## RECOMMENDATIONS OF SUB-COMMITTEE NO. 10

### Agenda Item I(13)—Panchayats

(i) *Resources*

(ii) *Role of Panchayats in planning and development*

The Sub-Committee discussed this matter in detail. It was agreed that the Panchayats should have a definite role in Community Development programme and made responsible for planning and implementing a programme for the villages. A certain amount should be ear-marked out of the Block budget for each Panchayat for works or schemes to be planned and undertaken by them. It was also agreed that a certain portion of the land revenue should be made over to the Panchayats. If any State has difficulties in setting apart a percentage of land revenue, the question of readjusting the State Plan to provide for this percentage may be considered.

The Sub-Committee is of the view that the land revenue allotted to the Panchayats need not be the same percentage in every area but may be fixed on the following consideration :

(a) the population;

(b) the total land revenue collected in the panchayat limits; and

(c) the backwardness of the area.

The States may also provide for the levy of a surcharge on the land revenue where such a surcharge is supported by the panchayat for levy within its limits.

(iii) *Training*

The Sub-Committee agreed to the suggestions regarding the training of Secretaries, sarpanches and panches as embodied in the note. It is suggested that the financial assistance may be provided by the Centre for running these Training Centres.

(iv) The Sub-Committee agreed with the view expressed in the note that the Panchayat administration has to be organically integrated with the Development Commissioner's Organization from the State Headquarters to the village level; and to commend this suggestion to the State Governments.

### Agenda Item V—Balwantrai Mehta Study Team's Report. Decentralization and democratization—Progress

The progress made in the several States in implementing the Balwantrai Mehta Study Team's Report was reviewed. It was felt that the necessary sense of urgency was lacking in many States which were still engaged in preliminary considerations. In some States the interconnection of decentralization at the various levels—village, block and district—has not been realized. So also some States have taken a cautious or restricted view of the functions to be delegated to the prospective democratic bodies. In most of the States no action has been taken to provide

sufficient financial resources to these bodies without which only frustration will result. The Committee recommends that all State Governments should be requested to accelerate the process by which all villages will be covered by Panchayats and to give effect to the change-over as early as possible; for, without this change-over the Programme of the Community Development cannot be fully or satisfactorily implemented.

**Agenda Item VI (4)—Block Advisory Committees**

(i) *Elected (selected) non-official Chairman or Vice-Chairman—problems relating to.*

The position regarding the working of the Block Advisory Committees in each State has been reviewed. In no State is a non-official working as the Chairman of the Block Advisory Committee except in the post-intensive Blocks of some States. Non-officials are, however, working as Vice-Chairmen of N.E.S. & C. D. Blocks and preside over the Block Advisory Committee meetings in the absence of the official chairman. The difficulty as expressed by some of the States in implementing the suggestion in this respect made by the Ministry of Community Development in January and September 1957, is that the members constituting the Block Advisory Committees are themselves mostly nominated members and not elected members and that there are only a few elected Panchayat Presidents on these Committees. A non-official Chairman would, therefore, have little support from below, and would not command the confidence reposed in the Collector or Revenue Divisional Officer. The Sub-Committee took the view that the time has arrived when a non-official should be the Chairman of the Block Advisory Committees and that the State Governments should be requested to give effect to this recommendation as early as possible. A suggestion was also made that there should be no permanent elected Chairman but that at every meeting one of the non-official members present should be elected for the occasion as Chairman of the Committee. This suggestion did not receive much support since, if accepted it would leave the drawing up of an agenda and the implementation of decisions to some one else, besides a loss of continuity in the work of the Committee.

(iii) *Entrustment of programmes to functional Sub-Committees.*

It was agreed that it was desirable to constitute functional Sub-Committees for Panchayats and Planning Sub-Committees at the Block level with or without co-option wherever necessary. However, a decision in this respect should be taken by the State Governments in the light of local circumstances.

**Agenda Item VI(6)—Informal Consultative Committee**

The suggestions made in the note were accepted and it was also suggested that Members of State Legislatures and M. Ps who are not members of these committees but take interest in the C. D. Programme should also be added to these committees to the extent convenient.

PROCEEDINGS OF SUB-COMMITTEE NO. 11.

## Agenda Item No. IV(i)—Fifth Evaluation Report

*Chairman*: SHRI NARASIMHAM

### Item I—General

1. The Evaluation Report contains 356 pages and its Summary 85 pages. Copies of the Report and the Summary were given to the delegates on the 20th May, 1958 after they had come to Mount Abu. It has not been possible for the members to study the main Report. Some only could read the Summary. It is suggested that in future the Report and the Summary should be released sufficiently early and copies communicated to the States at least two weeks before the Annual Conference.

2. In the opinion of this Sub-Committee, the number of Samples selected for evaluation purposes was small and should be increased if evaluation should be more real and useful.

3. The conclusions reached in respect of each State should also be communicated to the respective States along an appraisal of the working of the programme in each State.

4. When the collection of data is completed in any State, officers of the P.E.O. should consult the Development Commissioner or his nominee so that facts not brought to light might be explained. This was agreed to last year in the Sixth Development Commissioner's Conference at Mussoorie, but so far, it is said, it was implemented only in respect of two States.

### Item II—Current Evaluation

1. *The personnel and finances of a block should be proportionate to its size*:

As far as possible, blocks should be suitably delimited. But where it is not possible to delimit immediately any particular block to the average size, there should be an appropriate increase both in the staff (particularly V. L. Ws) as also in the finances of the block. As the block should be the administrative unit in the near future, it is much better that it is delimited by suitably realigning the taluka boundaries as early as possible.

2. *The Blocks should be increased in number only as the supply of personnel increases*:

Noted. The Ministry of Community Development has already taken action on this.

3. *The programme and the staffing pattern of the Blocks should be in accordance with the special needs of the areas where they are located*:

Noted.

4. *The status of the Block Development Officer and his qualifications should be higher than they are at present*:

The Sub-committee recommends that B. D. O. should be a gazetted officer in view of his increased responsibilities.

5. *Stress should be given to the development of extension work in all fields besides agriculture and specialists relieved as much as possible of administrative work*:

Where a whole taluka is covered with blocks, it will not be necessary normally to have departmental officers other than the Extension Officers for each block and they should do both administrative and extension work in the block; but priority should always be given to extension work.

6. *The contact between the Block specialist and the Gram Sevak should be developed. The role and the jurisdiction of the latter should be more clearly thought out*:

As nearly as 75 per cent of the time of the Gram Sevak has to be utilised for agricultural development, his contacts with specialists in Agriculture and allied subjects should be more and with other block specialists his contacts should naturally be limited to the balance time left at his disposal; otherwise agricultural programmes would suffer.

7. *The procedure involved in making funds available to the block requires simplification*:

If the block programme is drawn up year-wise, funds are provided for each year and placed at the disposal of the B.D.O. in April itself, and if delegations are made as already indicated by the Ministry of Community Development, this difficulty would not arise.

8. *The issues involved in people's participation in the programme requires thorough study by all concerned*:

The P. E. O's report refers only to people's participation in the works programme and not in the economic field. The value of contribution by the people tended to decline as the block period drew to its close on account of the fact that bulk of the funds earmarked for works were spent in the first two years. If the P.E.O. had given the percentage of people's participation against the works budget of these Sample Blocks, it would have clearly shown that so far as the percentage of the people's contribution was concerned, it could never have declined. People also maintained roads, buildings etc., for the construction of which they had contributed in the earlier years. The cost of maintenance was entirely borne by the people but had not been entered in the accounts of the Block. The decline in people's contribution for works towards the closing period of a block, when there is very little amount left towards matching grants, is, therefore, not really a matter of serious concern, as stated on page 15 of the Summary of the Report. The people's enthusiasm for self-help is used in other activities particularly agriculture.

9. *For the under-privileged sections of the rural society to secure more benefit out of the programme, the latter must be reoriented considerably, in favour of non-agricultural or rather non-land holding classes:*

In addition to providing separate drinking water wells, schools and the like for the benefit of the under-privileged sections, special programmes under village and Small Scale Industries, poultry development etc. have to be and are formulated for the benefit of landless workers. Indirectly landless workers will also be benefited when production increases under the block programmes, for they will get better wages and more work.

## Item III—Acceptance of Practices

### Improved Seeds

1. *Greater extension effort is required, especially for non-cash crops, and among the smaller cultivators. The extension service should also be reoriented with emphasis on convincing the doubting farmer of the real superiority of the improved varieties and on better arrangement for supply rather than on the provision of finance:*

More demonstration plots should be laid in the fields of progressive farmers in each village and these should be shown to small cultivators at various stages.

### Fertilizers

2. *The extension service for fertilizers has to develop even more than for improved seeds, both quantitatively and qualitatively and more for, fertilizers other than ammonium sulphate. It has to be linked with the extension work for improved seeds and adequate provisions for the supply of finance to the farmer has to be made. More attention has to be given to the long term suitability of the fertilizers to the soils of the areas where they are recommended as also to their prices relatively to their yields on the average farm:*

It may not be possible to increase quantitatively the supply of chemical fertilizers. It is both necessary and desirable that green-manure and organic manures should be increased adequately.

### Improved Methods

3. *Improved methods should be propagated more extensively especially in the case of the Japanese Method, but also more carefully and where possible, in combination with improved seeds and fertilizers. The cultivators should be instructed on the full implication of the Japanese Method and all the processes involved should be undertaken. Efforts to spread crop rotation and transplantation should be accompanied by increased irrigation facilities. The labour difficulties that both Japanese Method and line sowing have raised should be looked into:*

The Extension Officer, V. L. Ws and Maistries must be given special training in Japanese Method of Paddy Cultivation and more demonstration plots in Japanese Method should be laid in the villages for the benefit of farmers.

**People's participation**

(a) *Cooperatives.*

4. *Every possible attempt should be made to bring in the poorer sections of the rural population within the fold of the cooperative movement. The policy of linking loans to credit-worthy purposes rather than to credit-worthy persons should be put into practice more effectively*:

Noted.

(b) *Voluntary Institutions.*

5. *The whole approach, content and technique of the programme in the field of social activity should be examined thoroughly*:

When more people's units are organized and existing ones are activised, recreation centres will work better.

**The Panchayat**

1. *The practice of the Panchayat president selecting his co-members should not be encouraged*:

It is noted that this practice exists only in one State in the country.

2. *The system of making the village Patel* ex-officio *President of the Panchayat should be discontinued*:

This practice is confined to just one State in the whole of India.

3. *The experiment with the Panchayat having to report its achievement periodically to the Gram Sabha and secure approval of its budget needs to be watched longer*:

Accepted.

4. *Additional responsibility, especially for development work, should not be imposed on the Panchayats, at least for some time to come. The functions of the panchayats and cooperative societies should be clearly distinguished from one another*:

The Conference has already decided to make use of Panchayats for promoting agricultural production in villages in view of the fact that agricultural production could be improved only by the farmers and representative local institutions like Panchayats are best suited to encourage farmers to achieve that objective.

5. *Provision should be made for the systematic education of the members of the Panchayat on their duties and responsibilities*:

Accepted.

6. *The Panchayat Secretary should be a trained person and well paid. He should be under the control of the Panchayat and paid by it even if his salary is contributed by a higher body*:

This recommendation cannot obviously be applied to cases where there is a single Secretary for a group of Panchayats as in some States.

7. *Official control of Panchayats should be reduced as much as possible*:

Accepted.

8. *On the other hand, the inspection of the Panchayats should be improved. The role of the Panchayat Inspector should be not merely inspection but guidance too*:

Accepted.

9. *As regards the resources of the Panchayats, the stress should be on measures designed to promote fuller exploitation of the sources of income at their disposal rather than on an expansion of the list of taxes they are, by law, required or permitted to impose. Systematic experiment should be tried with specific purpose grants from the government matched by contributions raised by the panchayats from the village people*:

Accepted.

**Block Records**

All the recommendations are accepted.

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## Recommendations of Sub-Committee No. 12

*Chairman*: Shri M. R. Sachdev

### Agenda Item I(11)—Communications

The Sub-Committee has taken note of the progress in the mileage of village roads constructed—metalled as well as unmetalled, and recommends as follows:—

*Removal of defects*:

(i) The alignments of roads should be, as far as possible, straight, so as to avoid zigzags and ensure that the curves are few and easy.

(ii) Steps should be taken to ensure that enough land width is provided in all cases. The exact width will naturally depend on the class of the road. The roads might be categorised into three classes, the width varying from 40 to 100 ft. depending on the class of the road.

(iii) In villages, where consolidation of holdings has taken place, larger widths of roads should be provided from the very start.

(iv) No pucca structure should be allowed within a specified distance of the central line of the road and this should be secured by legislation. The distance will vary from 20 to 75 feet depending on the class of the road.

(v) The land should be made available free by the villagers, as far as possible.

(vi) Assistance should be available from the villagers in the form of Bhoodan, Shramdan and Sampattidan for road work.

2. *Planning of roads.*—It is important that the construction of roads, both metalled and unmetalled, should proceed on a planned basis. In this connection the Sub-Committee recommends that—

(i) District maps of road development should be prepared with the help of the Central Government, as suggested in para 10 of the note prepared by the Ministry of Transport.

(ii) The Central Roads Organisation should prepare a model road-map for a few districts in different States, as has been done in the case of Agra District, in the light of the considerations mentioned in para 11(f) of the Transport Ministry's note and supply them to the States concerned.

(iii) The Public Works Department of each State should prepare such road maps of various districts in consultation with the Block Development Officers and Block Advisory Committees, in so far as road alignments in rural areas are concerned.

(iv) The District road plans should be suitably dovetailed with the State road plans by the Public Works Department in each State.

3. *Maintenance of roads.*—It is essential that the existing roads and all new roads that are constructed are suitably maintained. The Sub-Committee recommends that—

(i) The rural roads are maintained by village panchayats, who should be given suitable grants for the purpose by State Governments, as is done in Kerala State. In case of some of the bigger roads, the maintenance may be entrusted to Block Development authorities or Local District Boards.

(ii) Metalled roads are maintained by the State Public Works Departments.

(iii) A pool of motor-graders and essential road equipment is maintained at a few central places in each State under the charge of the Public Works Department and made available to local authorities as and when required.

4. *Construction of new roads.*—It is obvious that in regard to construction of new roads a method of priority will have to be worked out because all the works cannot be taken up simultaneously. It is recommended that—

(i) Priority to the construction of new roads be given in the light of the considerations mentioned in para 13 of the Transport

Ministry's note. The assistance for construction should be made available as indicated therein.

(ii) Requirements of construction equipment—road rollers, graders, air compressors, drills, etc.—for each State should be worked out by the Public Works Department in each State and maintained as a pool at selected places in the State to serve the needs of a few districts around it.

(iii) For the construction and maintenance of rural roads, funds should be raised by a tax of, say one rupee per mensem on one crore of bullock carts in the country to be utilised on the construction and maintenance of rural roads. Other vehicles such as camel carts, cycle rickshaws, etc. should be similarly subjected to taxation to provide revenue resources for this purpose.

**Agenda Item I(12)—Rural Housing**

1. In order to expedite the implementation of the Village Housing Project Scheme, the Sub-Committee recommends as follows:—

(i) *Establishment of Rural Housing Cells*:—The Sub-Committee notes with regret that the Rural Housing Cells have not yet been set up in all the States. The States should recruit immediately the full complement of staff for the Rural Housing Cell and place it directly under the control of the Development Commissioner; the Development Commissioner for the purpose of village housing project working under the Housing Ministry of the State.

(ii) *Formulation of detailed rules for the implementation of the scheme*:—The States should expedite the formulation of the Rules and give special attention to the security needed for the issue of loans. The house and the land on which it is constructed might be considered as reasonable security, but where the land has already been mortgaged earlier, it may be considered whether it would not be preferable to give loans through cooperatives who may be expected to provide a collective security for the loans. The normal community development organisation for the processing of loans should be utilised for the disbursement of loans under the scheme and it should be ensured that in case of defaults there is adequate machinery to effect recoveries.

(iii) *Socio-economic and technical surveys*:—As the number of villages allocated to each State under the scheme has already been communicated, immediate steps should be taken to complete the above surveys. The Development Commissioners should ensure that the Village Level Workers send the socio-economic surveys through the Block Development Officers to the State Rural Housing Cells so that the Cells can proceed with the preparation of master plans and designs of houses to be constructed.

(iv) *Establishment of village and small scale industries*:—In the villages selected for the implementation of the scheme, the industries proposed to be set up should deal with brick and tile making and the production of other cheap building materials.

2. *Requirement of Extra Land*:—The Sub-Committee realises that in some villages, it will become necessary to procure more land in order not only to thin out the density of population but also to provide extra building sites and the basic minimum amenities. It, therefore, recommends that in such cases the State Governments may acquire the requisite land from within the funds allocated under the scheme and recover the cost of land and development on a *pro rata* basis in proportion to the area of land allotted to each individual. It may become inescapable sometimes to acquire certain property which comes in the way of the proposed street pattern. In such cases the property may be acquired, provided it can be ensured that by mutual agreement and arrangement the village community agrees to bear the cost of the acquisition.

3. *Building Rules and up-keep of community services*:—The Sub-Committee recommends that the State Rural Housing Cells should be asked to start evolving immediately a set of simple rules for regulating the house-building activity and physical development in villages. Such rules should be administered by the Panchayats under the guidance of the technical staff available in a Block. These rules should be made applicable not only in the villages selected under the scheme but in other villages also. The Panchayats should, furthermore, be entrusted with the up-keep of community buildings and services.

4. *Construction of residential and other buildings in the Blocks*:—The Sub-Committee recommends that the State Rural Housing Cells should be entrusted with the planning and designing of the quarters and buildings needed for the Block staff which could serve as demonstration model houses for the village community. Model houses for the Harijans should also be set up by the Cell with the aid of the subsidy given by the Ministry of Home Affairs. The Cell should, furthermore, be entrusted with the task of designing the buildings that may be needed for the Vigyan Mandirs, schools, dispensaries, flour mills and other similar community buildings and structures in the Block.

**Agenda Item VI(5) and VI (5) (ii)—Scientific Research Vigyan Mandirs**

The Sub-Committee reiterates the recommendations of the Sixth Development Commissioners' Conference held at Mussoorie and notes that the progress in the implementation of these recommendations has been woefully inadequate. The recommendations should be effectively implemented both by the States and the Council of Scientific and Industrial Research. The Sub-Committee agrees that the Rural Housing Projects provide a very fruitful source of work where the results of experiments in low cost housing and cheaper building materials can be suitably tested and applied. The Sub-Committee, in this connection, also takes note of the scheme under consideration of the Ministry of Works,

Housing and Supply providing for research work in half a dozen Engineering Colleges and Institutes in the country on a regional basis. The scheme provides, apart from experiments in the use of low cost building materials locally available, training to overseers and artisans engaged in the task of construction of houses under the Village Housing Projects Scheme.

2. The Sub-Committee has taken note of the processes in the various laboratories and institutes, which are ready for extension trials, the names of the Extension Officers suggested by the laboratories and the facilities for short-term training which can be afforded by those laboratories. In this connection, the Sub-Committee recommends that—

(a) To start with, the Conference should adopt only those items for extension that have been selected by the Ministry of Community Development,

(b) Block level specialists should avail of the facilities for training that have been made available by the National Laboratories and Research Institutes,

(c) The Development Commissioners and their representatives should visit the National Laboratories and Research Institutes and, whenever and wherever possible, attend meetings of their Advisory Committees, so as to remain in touch with scientific researches and developments likely to be of interest to villagers,

(d) The Development Commissioners should take steps to earmark an existing Block near National Laboratories and Research Institutes for field experiments or starting pilot projects for the trial of processes, which have been selected by the Ministry of Community Development, and

(e) The Vigyan Mandirs should be used for dissemination of information obtained from the National Laboratories and Research Institutes considered to be of use to villagers.

3. The Sub-Committee has taken note of the progress made in the implementation of the scheme regarding the setting up of Vigyan Mandirs in various States and agrees that the scope and functions of these centres should be enlarged on the lines set out in the note of the Ministry of Scientific Research and Cultural Affairs. The Sub-Committee is of the view that, in addition to the activities mentioned in the note, demonstrations by Cinemas or otherwise and periodical lectures on scientific subjects by teachers of science at these centres will be useful in the dissemination of information on scientific subjects. The Sub-Committee further recommends that—

(a) To start with, Vigyan Mandirs should be established at the headquarters of the Block Development Officers and located centrally as stated in the paper under consideration. They should, as far as possible, be adjuncts of local high schools, to enable them to draw upon the resources of the schools in organising their laboratories and lectures etc.,

(b) The buildings should be put up from funds to be provided by the Ministry of Scientific Research and Cultural Affairs and pending such construction, the centres may continue to be located in suitable rented or other buildings. It is understood that land for these centres will be available free of cost. The Sub-Committee accepts the recommendations of the Ministry of Scientific Research & Cultural Affairs in the matter of the scope and functions of the centres as envisaged in para 5 of the note. In particular, it lays considerable stress on provision in the museums, of information on evolution of life, structure and life history of parasites and insects, reproduction in plants and other similar subjects, which will be of interest and use to farmers,

(c) The Vigyan Mandir Officer should function as a full-fledged member of the Block team for the purpose of over-all coordination of the various activities of the Vigyan Mandir with those of the C.D./N.E.S. Block, and

(d) The work of the Vigyan Mandir staff should be technically supervised and guided by the Directors of Public Instruction in the States.

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## Recommendations of Sub-Committee No. 13

*Chairman*: Shri M. G. Rajaram

### Item II(A)—Institutional Training

(1) (i) *Appointment of Directors of Training in States*:

In most of the States an officer has been appointed who is incharge of Training and in quite a few States another officer has also been provided who is in charge of In-service Training as well as Youth and Village Leaders Training. The need for having a senior officer with knowledge of community development working and also administration (of the grade of Deputy Development Commissioner) to be in overall charge of all training programmes is emphasized. There can be no objection if under this senior officer in overall charge of all training programme, one or two assistants are provided to be incharge of In-service Training, Village Leaders Training Camps etc.

(ii) *Setting up at State level of a Coordination Committee*:

Such of the States as have not yet set up the State level Co-ordination Committees should make it a point to bring that body into existence as early as possible. In this connection it was felt by the Committee that a representative of the Community Development Ministry or sponsoring Ministry should also be on this Committee as their presence will be of help in reviewing the working of the Central Institutions specially.

(iii) *Sparing the services of competent State Officers for Instructions' posts:*

The measures suggested in the agenda notes are accepted. The Committee, however, recommends that in the selection committee constituted for the purpose, the heads of the Training Institutions concerned may be co-opted as a member whenever necessary. It is also suggested that the Director of Training of the State Government or equivalent officer should be a permanent member of this Selection Committee.

As regards the period of deputation, the Committee suggested that a period of 3 to 4 years would be appropriate. This is in view of the fact that it takes some time (at least 6 months or so) for a new Instructor to get to know his subject and prepare himself for his duties in the teaching institutions. The Committee recommends that the same procedure for the selection of Instructors by a Committee and the period of deputation to the training centres may be adopted by the State Governments in respect of the institutions run by them.

While discussing the letter of Shri Mukerji, Joint Secretary, M.C.D. No. 18(12)/58-TG2 dated the 11th February, 1958 some members felt that separating the training of Women Extension Workers from men Workers, which is now under consideration, is not a correct move and they did not look upon it with favour. Two women representatives from States were strong in their views that this separation of the women workers' training will be a step in retrograde to the detriment of the programme. Two other members expressed in equally strong terms an opinion in favour of separation. This Committee, however, is not prepared to give an opinion in view of the fact that the whole matter is still pending finalization.

(iv) *Utilization of Seats at Training Centres:*

The Committee emphasized the necessity for the State Governments to try and adhere to the staffing pattern of NES/CD blocks already laid down. It also urges for the serious consideration of the State Governments to make the terms and conditions of the women workers more attractive wherever feasible.

As regards the deputation of trainees to the training centres located outside their regions, there is no unwillingness really on the part of the States. But, among women workers like S.E.Os etc. there is some reluctance to go to an institution which is far away from their homes as they find it difficult to acclimatize themselves to new surroundings and perhaps higher cost of living.

The Committee felt that there should be a percentage of training reserve (in the cadres from which B. D. Os and the Extension Officers are recruited) to enable the deputation of officers for training without causing dislocation in the normal working of their Departments. Since

the training reserve will obviously result in additional financial commitments to the State Governments, the Committee feels that the burden should be shared by the Central Government also.

(2) *Integrated Scheme of Training of Village Level Workers*:

This Committee accepts the proposal for the introduction of the two years integrated course. Those who are under training and have not completed $1\frac{1}{2}$ years course should complete two years course. However, those Gram Sevaks who had received $1\frac{1}{2}$ years training and are in position in the field and have experience of field work over 6 months, should undergo a supplementary training course of 3 months in one of the training centres that will be rendered surplus due to the re-organisation of the community development programme. In respect of those Gram Sevaks who had undertaken only 6 months course, but who have at least two years experience in the field, the Committee considers that it will be sufficient if they undergo a supplementary training course of 9 months.

In order to ensure that there is no dislocation in the work of the blocks, no doubt State Governments will arrange for the supplementary training course for these Gram Sevaks according to a phased programme. Here again there will obviously be some financial commitments which have to be shared by the Centre.

(3) *Selection of Block Development Officers*:

The Committee discussed the policy and procedure regarding the selection of Block Development Officers at length. They are in general agreement with the proposals of the COPP Team as stated in the agenda notes. However, they consider that implementation of this recommendation of the COPP Team which is already under the consideration of the State Governments, may await the final conclusions of the State Governments especially in regard to the percentage of open market recruits and promotion from the category of extension officers and social education organizers. The Committee, therefore, is not in a position to give any positive recommendation for action just now.

**Proposal to grant scholarship to Gramsevak to improve their career**

The Committee discussed the paper circulated today containing the proposal to grant scholarships to Grāmsevaks to improve their careers and of the opinion that:—

1. (in regard to a, b, c). There cannot be any relaxation in regard to the minimum educational qualifications normally prescribed for admission to degree courses in Agriculture, Animal Husbandry etc. The Universities will not accept it. They, however, consider that a special Diploma course of two years duration may be prescribed for V.L.Ws by the Universities with a minimum field experience of 3 years. The Committee also suggests that the Diploma course may be so devised as to enable those who obtain Diploma to enter the University for taking the regular degrees at a later stage.

2. (in regard to 'd'). There should be a uniform rate of scholarship of Rs. 75 per mensem. This will be in addition to the salary drawn by the Gram Sevak for the reason that he will have to run a separate establishment to maintain his dependents.

3. (in regard to 'e'). The Committee feels that the stipend recommended here should be borne by the Centre while the salary as usual may be borne by the State Governments.

4. (in regard to 'f'). The training may be imparted at the University Colleges concerned where adequate facilities already exist.

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## Recommendations of Sub-Committee No. 14

*Chairman*: Shri B. Mehta

### Agenda Item I(10)—Public Health & Sanitation

(i) & (ii) *Difficulties in regard to Advance Planning for Health Services*:

*Primary Health Centres & Maternity & Child Welfare Centres—Standardisation and Coordination*:

The group discussed the item at great length and made the following recommendations:

(1) A list of delimitation of blocks in the State should be forwarded to the Director of Health Services in each State with spare copies to be supplied to the District Medical and Health Officers.

(2) To help in advance planning, a survey of existing medical and health facilities and health conditions be carried out, blockwise, during the pre-extension stage.

(3) On account of the reorganisation of the community development programme, the question of staff and training programmes be reviewed in the light of existing shortage and requirements. It is felt that additional training schemes will be necessary and that such schemes should be prepared and forwarded, as early as possible, to the Union Health Ministry for financial assistance.

(4) To encourage Doctors to go to the rural area, appointment of Medical Officer-In-charge of Primary Health Centre should be a gazetted one and he should belong to the normal cadre of the medical and health department. Further, service in rural area, for a period of three years, should be an essential factor for crossing the efficiency bar and for promotions to higher scale.

(5) Residential accommodation must be provided for medical and health personnel, free of rent, and adequate non-practice and rural health allowance should also be given to the Doctors.

It was felt by the group that in view of the large number of Primary Health Centres that have to be established on account of the reorganisation of the community development programme, it will take some time to establish Primary Health Centre with the requisite staff.

(iii) *Control of Epidemics, particularly small pox and cholera*:

The group made the following recommendations:—

(1) Making primary and secondary vaccination compulsory in every State.

(2) Extension of the existing Public Health Act to those areas that have been newly integrated as a result of reorganisation of States, *e.g.*, extension of Madhya Pradesh Public Health Act to areas which previously formed Madhya Bharat, Vindhya Pradesh and Bhopal. This action is necessary pending the promulgation of a comprehensive Public Health Act by the State Governments on the lines of the Model Public Health Act circulated by the Central Council of Health.

(3) Preparation and adequate supply of lymph vaccine and anti-cholera vaccine.

(4) Formation of anti-epidemic committees at the district level, where representatives of the Legislature and members of the voluntary and Social Welfare Organisations should be brought into the picture, and a health Sub-Committee of the Block Advisory Committee.

(5) Prompt notification of cases to the adjoining States.

(6) Coordination with District and other local bodies who are responsible for prevention of communicable diseases and improvement of health in the rural areas. This coordination can only be achieved if health officers, sanitary/health inspectors, health visitors, vaccinators etc. working in the Municipalities and District and Local Boards are drawn from the cadre of the Director of Health Services and not appointed directly by local bodies.

(7) Extending registration of births and deaths to areas not yet covered, and improving them.

(8) Promulgation of the Epidemic Diseases Act, 1897, if and when necessary and taking all the necessary steps including mass vaccination and inoculation.

(9) Town with population of 30,000 or over should have a Health Officer with DPH qualification.

(10) Every effort should be made to utilise the services of Mahila Mandals and other voluntary organisations for carrying out vaccination against small-pox and inoculation against cholera.

(iv) *Vital Statistics*:

The group agreed with the suggestion made in the note and recommended that the health statistics, including vital statistics, should

be entrusted to the *Ad Hoc* Panchayat Samitis and other agencies now collecting the statistics. These statistics should be collected according to sex and age group, *e.g.*, 0-1 yr., 1-4, 5-9, 10-14, and so on.

(v) *Rural Water Supply and Sanitation*:

The group recommended that every effort must be made to accelerate the programme of rural water supply and sanitation. Further, every scheme, for rural water supply, must take adequate arrangements for drainage. The group felt that the Planning Commission's restrictions regarding the provision of pipe water supply in the rural areas, should be relaxed to provide for the construction of sanitary wells also wherever necessary.

The State Governments should take immediate steps for training the staff in the Public Health Engineering. The State Governments should take full advantage of the training facilities provided by the Union Health Ministry where substantial financial assistance, in the form of stipends is given to every candidate.

(vi) *Family Planning*:

For speedy development of this programme, the group recommended—

(1) That full advantage of training facilities offered by the Government of India should be taken.

(2) Family Planning Clinics should be opened in every Teaching Institution for Doctors and Medical Auxiliaries for which 100 per cent financial assistance is available from the Government of India.

(3) Proposal to start training centres in selected urban clinics for each State for qualified Doctors and Medical Auxiliaries and for training the family welfare workers should be sent by the State Governments to the Government of India, for consideration.

(4) *Ad hoc* training courses should be started wherever facilities for such training and trained instructors are available.

(5) Wherever facilities for such training and trained instructors are available, each State may fix a target of say, training 1,000 persons in 1958-59.

(6) Wherever requisite staff for family planning is not available part time staff should be employed and suitable allowance for family planning work may be given.

(7) Family Planning advice should be made available in all Primary Health Centres, Sub-Divisional and District Hospitals for which grants for contraceptives may be asked for from the Government of India.

(8) Education and propaganda for family planning should be included in the publicity programme for community development.

(vii) *School Health Service including Nutrition Service*:

The group recommends the suggestion made in the note and hope the State Governments will start a comprehensive School Health Service in limited areas near Primary Health Centres. Specialised service may be made available from the Sub Divisional or the District Hospitals. Some States have already started this programme.

A Member of the group felt that such Services should be made available to those school-age children also, who are not going to the school. The group agreed with this suggestion, but in view of the paucity of funds felt that this programme should be held in abeyance for the time being.

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RECOMMENDATIONS OF SUB-COMMITTEE NO. 15

INFORMATION AND PUBLIC RELATIONS—ART AND CULTURE

*Chairman* : SHRI H. BANERJEE, DEVELOPMENT COMMISSIONER, WEST BENGAL.

**Agenda Item I(14)—Information and Public Relations**

(i) In the Nainital Conference of Development Commissioners, there was a recommendation that State Governments should undertake the preparation of regional language editions of books published by the Community Development Ministry. It is noted that little progress has been made in this respect and that the State and Central Governments have little information about their respective publication programmes.

In the circumstances it is felt that a coordinated programme should be drawn up for production of regional language publications including translations of literatures of the Ministry of Community Development. For this purpose a meeting should be called in advance by the Ministry of Information and Broadcasting of representatives of the State Directorates of Information and Publicity and representatives of the Community Development Ministry which should draw up the programme for each year.

(ii) It was observed that the Information Centres in some cases are not being efficiently maintained. The Sub-Committee wants to stress on the need for proper looking after of the Information Centres. The major difficulties are want of adequate accommodation and absence of any provision for fixing the responsibility for looking after the Centre on any particular person. On this background the following recommendations are made:—

(1) Provision should be made for accommodation of the Information Centre within the office of the block headquarters. If necessary, the plans of such offices should be redesigned.

(2) A Sub-Committee under the Block Advisory Committee should be set up to look after the running of the Information Centre.

(3) Where possible, provision should be made for appointing a non-official worker with an honorarium. For this purpose teachers of local schools may be considered. If any funds are not forthcoming, one of the members of the block establishment should be given the responsibility of looking after the Centre as a part time assignment.

(iii) The suggestion that the literature published by the Community Development Ministry should be supplied in bulk to the headquarters of the States and for this purpose a small cell should be set up was considered.

The Sub-Committee, however, did not favour this suggestion. It felt that either the existing arrangements of sending bulk supplies to Collectors for distribution be adhered to or in the alternative the old system of distribution direct to the blocks should be revived.

*Coordination*:

It is observed that the National Conference of Development Commissioners 1956 recommended that there should be close coordination of all publicity agencies of the Central and State Governments regarding use of publicity materials such as films, community receiving sets, etc. It was stated that the desired degree of coordination is not available for the reason that the State Information and Publicity Organisations have not been adequately staffed. The general feeling is that the strengthening is particularly necessary at the State-level. After discussion on the point, it was felt that the best course would be for the Central Ministry of Information and Broadcasting to examine the existing set up of those departments in the States with a view to ascertaining whether such strengthening is called for. It may also go into the question of effecting improvement in the running of the Information Centres and securing the required degree of coordination through other alternative methods.

*Miscellaneous*:

As the matric system of measurements has to be shortly introduced in the country, it is recommended that the field staff of the development departments of the State Governments should help in carrying on publicity of the measures to be introduced. In this respect the services of Social Education Organisers and other suitable members of the block staff should be utilised.

**Agenda Item I(15)—Art and Culture**

1. The objective of the Community Development being alround development of the Community, there should be adequate provision for administering to the needs other than the basic needs of food and clothing for uplift of the spirit of the rural people. This can be best provided by the revival of our traditional art and cultural values in the rural areas. In this connection the following recommendations are made:—

(i) One cultural centre should be set up in each block.

(ii) The objective should be more to provide for entertainment and encouragement of local arts than education.

(iii) Such cultural centre should be equipped with an open air theatre. This theatre may or may not be integrated with the Information Centre to be set up in the block according as it is feasible or not. However, interchange of facilities between the two centres should be provided for. This will involve provision for capital expenditure as well as recurring expenditure for running the centre. It is suggested that a scheme should be evolved on a contributory basis to which the Ministry of Scientific Research and Culture should contribute both in respect of capital and recurring expenditure. The Centre should be run by a non-official body to be elected by the members of the centre.

2. *Child Art*: To encourage interest in art among children, it is recommended that exhibitions of drawings and paintings by children should be organised in the blocks. Successful competitors should be given small prizes. For giving them the necessary training, the services of teachers of local schools, local artists and craftsmen should be availed of. The local cultural centre may be actively associated in organising such exhibitions.

3. *Museums*: A museum should be set up as a part of the Information Centre of the block for purposes of exhibiting handicrafts and works of art of the local people. Efforts should be made to collect all valuable artistic products of the block. These exhibits may be conveniently taken to Melas or Exhibitions organised in the blocks.

For financing the expenses, a contributory scheme should be evolved by the Ministry of Scientific Research & Culture on the basis of contribution from local resources as well as aid from the State and the Centre.

4. *Artists & Craftsmen*: For encouragement of talented artists and creative craftsmen in a block, tours should be organised for them to places where they can profit by impact of new ideas and find opportunities for training at places where specialised knowledge and technical know-how are available. It is suggested that such tours should be organised by the Education Departments of the States.

5. *Musicians, Dancers, Dramatists, etc*: The suggestion that folk music, folk dance, and folk dramas should be encouraged was considered by the Sub-Committee. It however felt that this is a matter which should be decided by the different States separately. The Sub-Committee is unable to make any recommendations in this respect.

As regards the suggestion that a Department of Art and Culture should be set up in the State-level, the Sub-Committee felt that this is also a matter for the different States to decide themselves.

To educate the field workers about the role and value of folk arts and culture, the Sub-Committee recommends provision for one or two extra-curricular lectures on these subjects at the training centres for Village Level Workers and Social Education Organisers.

## RECOMMENDATIONS OF SUB-COMMITTEE NO. 16

*Chairman*: SHRI SATISH CHANDRA

### Agenda Item II(B) (1)—Gram Sahayaks' Training

(i) *Audio-visual Aids*: Majority of the States are compiling information about available aids and vans and placing it at the disposal of the Development Commissioner, who, it is recommended, should be the co-ordinating authority in this respect, and should be responsible for periodically bringing the list up-to-date and ensuring maximum utilization of the available aids.

It was, however, felt that in most States these aids are inadequate, and that the State Governments may consider the need of augmenting them, and also producing suitable and simple items in consultation with the field workers.

To the extent practicable, all this equipment should be located in the districts under the control of the District Collector for facilitating its co-ordinated and effective use in the blocks.

(ii) *Involvement of District Officers*: It is recommended that new Extension Officers in social education, and in agriculture group of subjects, and fresh entrants in the subsequently sanctioned blocks should be trained under the guidance of their District or Regional Officers to prepare in writing a practical synopsis of the course for the training of the Sahayaks with reference to things produced or reproducible in the localities.

It is appreciated that in a large number of cases, district officers participating in camps are already issuing circular instructions to their Extension Officers whenever they observe certain good or weak features. It is, however, recommended that they should also ensure that their Extension Officers bring the written synopsis up-to-date with the experience they gain after holding successive camps.

Representatives of some States, however, felt that the Gram Sevaks have not received adequate training in the use of audio-visual aids. Such States should complete the Gram Sevaks' training as quickly as possible.

(iii) *Follow-up Programme*: In all the States, before the break up of the camp, the Gram Sahayaks are asked to give an indication of the items they wish to take up in their own villages. Follow-up efforts are then made by the Extension staff to help the Sahayaks in the implementation of their programmes. The Sub-Committee would, however, emphasize the need of securing the supply line, and ensuring that there are no delays or bottlenecks.

The Sub-Committee also recommends that the selection of the progressive farmers should be left to the Gaon Panchayats with such assistance of the Extension staff as the Panchayats may require.

(iv) *Periodical publication of a bulletin in regional languages*: It was agreed that the publication of such bulletins in regional languages would be useful.

(v) *Review of progress of Gram Sahayaks' Camps*: It was agreed that the review should be with respect to the number of blocks functioning in October 1957. Most of the States agreed that they will complete the programme in all the blocks by the end of October 1958. The representative from West Bengal, however, pointed out that he will not be able to restart the camps before the completion of the cultivation season, *i.e.* November or December 1958. West Bengal will, therefore, be able to complete them by February, 1959.

There was unanimity that the programme has been well received by the Sahayaks and the people, and has been able to generate considerable enthusiasm. In fact, in many areas more and more villagers are wanting to take advantage of such programmes.

It was recommended that after the present sowing season, camps of one or two days' duration may also be held immediately before each sowing season in each V.L.W. circle to link up training with immediate production programmes in the field. It is also recommended that emphasis should be laid on simple items such as the following which do not require any expenditure of money and are of universal application:

(i) contour strip cropping

(ii) eradication of weeds before the flowering stage

(ii) saving in consumption of cow dung as fuel.

(vi) *Programme for the next year* 1958-59: The Sub-Committee recommends that work in the agriculture group of subjects should be consolidated and should continue for one year more before new subjects are taken up. Fresh groups of Sahayaks should be trained in these camps.

As has been recommended under item(v), it would be useful to have two short camps of one or two days duration before each sowing season in addition to a full camp of three days' duration. It is also possible to hold one of such short camps in continuation of the larger camp.

It is recommended that women should also be encouraged to join such camps.

**Agenda item II(B) (2)—Orientation Training of Village School Teachers**

(i) *Administration*:

(a) In some States, the Education Department has already taken over orientation training of village school teachers, while in others the view of the Education Department is that such training should be undertaken by the Development Commissioners' Organisation. It is recommended that the Education Department should undertake administration of the scheme as early as possible.

(b) The Education Departments of State Governments should consider the desirability of utilizing the teachers' training schools in the off-periods for short orientation training courses of teachers.

(c) There is no difficulty in the utilization of the amount of Rs. 5,000 which has been sanctioned for every peripatetic team for purchase of training aids. There has, however, been some delay in utilization of this amount in the initial stages for various reasons.

(ii) *Syllabus*:

(a) It was recommended that all States should introduce full course of lectures in first-aid with the co-operation of the St. John Ambulance Association of India and their Directors of Medical Services and award certificates to successful candidates.

(b) It was also recommended that training in scouting should also be imparted to the trainees in all the camps and certificates issued to the successful candidates.

(iii) *Correlation of training with teaching*:

(a) Instructions have not yet been issued by the Education Departments for integrating the knowledge and skill acquired by the village teachers in the training camps in their actual school work. Some States are, however, working out such instructions, but they may all expedite action.

(b) and (c): Do not arise.

(iv) *Follow-up*:

It is agreed that the following types of activities should be undertaken by the teachers on their return to the villages:—

1. To organise Special Service Leagues in the school in order to attend to items like sanitation, training in queue system, maintaining a school garden, making a compost pit, holding cultural competitions, raising kitchen gardens, organising a school co-operative and a library.
2. To organise village youth for constructive, cultural and recreational activities—group discussions and development activities, staging folk dances and other programmes adult education classes, inter-village tournaments and matches, organising Shramdan parties at least once a month.
3. To practise improved methods of cultivation in the teachers own lands.
4. To form Parent Teacher Association, etc.
5. To be in close touch with the Gram Sahayaks and to help them by advising the villagers in the implementation of their individual and group projects and extension work in the villages.

It was recommended that instructions regarding supervision of the follow-up activities should be expeditiously issued by all States which have not done so. The State Education Departments should supervise the follow-up activities, and Inspectors and officers of the Education Department should participate in the camps for a few days in order to be familiar with their syllabus and objectives and in order that they may supervise the follow-up activities more effectively.

(v) *Delegation of Financial Powers*:

The Block Development Officer should be made the Drawing and Disbursing Officer under the control of the Education Department in respect of the following items: (a) Small T. A. and D. A. of peripatetic teams (b) Transport charges (c) Contingencies (d) Maintenance of teachers and (e) equipment for each training camp.

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## PROCEEDINGS OF SUB-COMMITTEE NO. 17

*Chairman*: SHRI Y. M. YARDI

**Agenda Item VI(1) (ii)—End—Use of the equipment supplied to the**

The scheme has been put into operation in almost all the States. The representatives of the States, however, stated that it would not be possible for them to send their final results of the competition before the end of October. The Committee was of the opinion that the competition scheme should be made an annual feature. Some members, however, expressed the view that it would be undesirable to hold such competitions among public servants and award them prizes, and that it would be better to recognise the meritorious services rendered by Government Officers by customary means of giving good confidential reports and promotions; and that this scheme should be confined to village institutions only.

**Agenda Item VI(1) (ii)—End—use of the equipment supplied to the C. D. and N.E.S. Blocks**

The recommendations made in the note for the proper use of the jeeps were accepted. These are already being implemented by most of the States.

As regards the proper use of other equipment, it was not necessary to constitute a committee of various chief engineers of the State as suggested in the note, as the equipmnt was used by various departments. It should suffice if the Development Commissioner reviews the proper use of the other equipment in the Committee of the Heads of the Departments on the lines suggested in the note every quarter.

The representatives of the States stated that there would be no difficulty in storing vehicles until there supply to the blocks to be opened in 1959/60.

## Agenda Item VI(2) (i)—Treatment of the Block as a Unit of Planning and Development

The recommendations of the Sixth Development Commissioners' Conference and the COPP Study Team have been implemented in Punjab, Madhya Pradesh, Mysore, Kerala, Assam and some other States. Steps are being taken by the remaining States to implement these recommendations.

The paper on broad features to be aimed at in a village which was circulated to the members of the Sub-Committee at the time of the meeting only could not be considered for want of sufficient notice. It should be considered in consultation with the concerned Ministries and the State Governments.

## Agenda Item VI(2) (ii)—Touring in the State by State Officers and achieving Coordination in the Process

The Sub-Committee is of the opinion that the suggestion has certain advantages, but there are some practical difficulties. State Governments may, however, give it a trial.

## Agenda Item VI(3)—Measures to Discourage Exhibitionism in the Programme

There was a feeling amongst members of the Sub-Committee that exhibitionism as mentioned in the note is not so wide spread as to cause any concern. The Committee noted the dangers inherent in exhibitionism and the measures suggested for overcoming them. The Committee recommends that visitors, who wish to visit the blocks, should be requested to give sufficient time, so that they can be taken round the different parts of the blocks to see not only the works, but also other aspects of the programme such as Agricultural Extension, Cottage & Small Scale Industries etc.

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